

A Study of the
FEASIBILITY OF INITIATING A GUIDE DOG PROGRAM
FOR THE TEXAS BLIND

Texas Legislative Council
Austin, Texas
1956

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SUMMARY

1. There are over 18,000 blind persons in Texas, according to estimates published by the American Foundation for the Blind.
2. Of this total, about 150 have obtained guide dogs from the various private philanthropic schools now being conducted.
3. The estimate of officials at the Seeing Eye, oldest of the guide dog schools, is that only about five per cent of the blind population can profitably use a guide dog.
4. The practice at existing schools is either to charge the blind person a nominal fee of \$150 for the dog and training, payable in small installments, or to make no charge at all of him.
5. The State Commission for the Blind at present bears the transportation costs, amounting to about \$175, of sending a qualified blind citizen to an out of state guide dog school.
6. Under this program, the State Commission for the Blind between 1947 and 1955 has aided 20 blind citizens in obtaining guide dogs.
7. Since blindness overtakes people, in a majority of cases, in their sixties or later, it is doubtful whether blind people in their sixties or above--who constitute a majority of the Texas blind population--can use a dog to advantage, because the user has to have a good deal of physical stamina.
8. In a survey made in 1955 by the State Department of Public Welfare of 309 recipients of aid to the blind, only one-fifth of them expressed a desire to have a guide dog.
9. A new guide dog school would almost certainly run into difficulty in trying to obtain experienced, capable instructors, for only a few persons in the nation possess the necessary training and experience.
10. Physical plant for a new school would cost from \$65,000 to \$300,000, depending on the capacity projected; annual operating expenses might be expected to total about \$45,000 at the minimum and \$350,000 at the maximum.
11. Costs at existing private schools affording this sort of training indicate that the cost of equipping a blind person with a guide dog is not likely to be below \$900 per capita.

R E P O R T

of the

LEGISLATIVE COUNCIL STUDY COMMITTEE

Hon. Ben Ramsey, Chairman
Hon. Jim Lindsey, Vice-chairman
Members of the Texas Legislative Council

Gentlemen:

We, your Study Committee on Guide Dogs for the Blind, wish to report that we have reviewed the Staff Report on this subject and have discussed its various features with the Executive Director.

Our findings are as follows:

1. There are over 18,000 blind persons in Texas, according to estimates published by the American Foundation for the Blind. Of this total, about 150 have obtained guide dogs from the various private schools now being conducted out of the state.

In a survey made in 1955 by the Texas State Department of Public Welfare, it was found that out of 309 recipients of aid to the blind, only one-fifth of them expressed a desire to have a guide dog.

2. The estimate of Seeing Eye, oldest of the guide dog schools, is that only about five per cent of the blind population can profitably use a guide dog.

Blindness occurs most frequently among older people. It is doubtful if these people in their sixties or later--the group in which a majority of the Texas blind are found--could benefit from a dog, inasmuch as guide-dog use requires a great deal of physical stamina.

3. The practice at existing schools is to either charge the blind person a nominal fee of \$150 for the dog and training, payable in small installments, or to make no charge at all.

The Texas State Commission for the Blind at present bears the transportation costs, amounting to about \$175, of sending a qualified blind person to an out of state guide dog school. Under this program the Commission, between 1947 and 1955, aided twenty blind citizens in obtaining guide dogs.

4. The physical plant for a new guide dog school would cost from \$55,000 to \$300,000, depending upon the capacity projected; and the annual operating expenses might be expected to total a minimum of \$45,000 and a maximum of \$350,000.

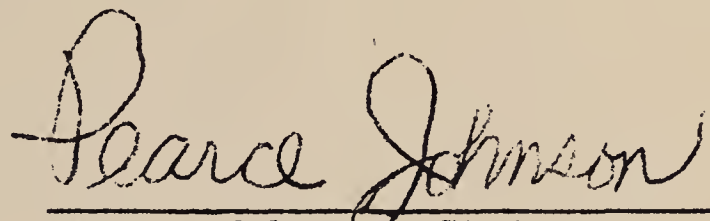
Costs at existing private schools affording this type of training indicate that the cost of training and providing a blind person with a guide dog is not likely to be below \$900 per capita.

A new guide dog school would almost certainly run into difficulties in trying to obtain experienced, capable instructors, for only a few persons in the nation possess the necessary experience and training.

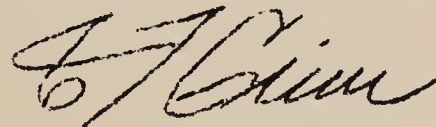
Recommendations

In view of these findings, we recommend that no facility of this character be established in Texas at this time, but that the State Commission for the Blind be urged to give ample publicity to the state's role of assisting qualified blind persons, who are in need of a guide dog, through payment of transportation costs to an out of state guide dog school.

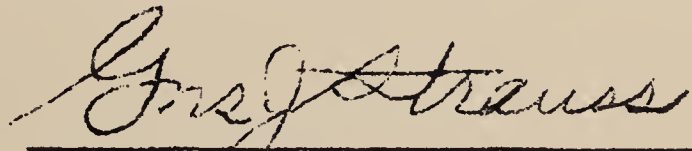
Respectfully submitted,



Pearce Johnson, Chairman



E. F. Crim



Gus J. Strauss

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A STUDY OF
THE FEASIBILITY OF INITIATING A GUIDE DOG PROGRAM
FOR THE TEXAS BLIND

Staff and Study Committee Reports
to the
Texas Legislative Council

Texas Legislative Council
Austin, Texas
April, 1956

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54th Legislature

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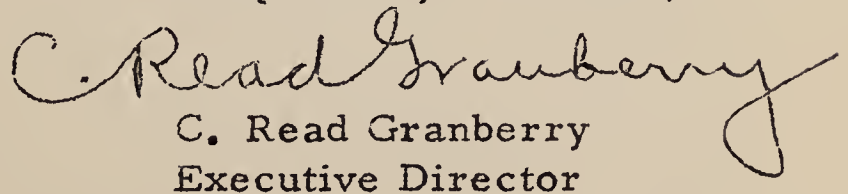
Gentlemen:

The Staff and Study Committee Reports on the Feasibility of Training Guide Dogs for the Texas Blind are herewith submitted for your consideration.

This study was requested by House Concurrent Resolution 70, passed by the 54th Legislature, regular session (1955). The principal research on this subject has been done by James K. Howard, Research Assistant on the Council staff.

The Staff wishes to express its appreciation to officials of the State Commission for the Blind and the State Department of Public Welfare for their assistance and cooperation in this undertaking. The heads of the various guide dog schools have also been quite helpful.

Respectfully submitted,


C. Read Granberry
Executive Director

April 23, 1956

LEGISLATIVE HISTORY OF THE PROPOSAL

The idea of studying the feasibility and desirability of setting in motion a state facility for the training of guide dogs for the blind has a somewhat long legislative history. The 53d Legislature in 1953, by House Concurrent Resolution 40, brought into being a special committee of three members who were charged with investigating "the feasibility and advisability of establishing facilities for raising and training Seeing-Eye dogs at A & M College or at some other existing State Institution . . ."¹ The committee was made up of two members of the House of Representatives appointed by the Speaker and one Senator appointed by the Lieutenant Governor. Appointed to the committee were Senator Johnnie B. Rogers, who served as chairman, Representative Carlton Moore, and Representative James R. Paxton. The special committee filed its report to the 54th Legislature during the regular session of that body in the spring of 1955.

The special three-man committee in the course of its report recommended that the Legislature "direct the Legislative Council to further study this problem," going into more detail with each phase of the question. The committee had made a preliminary canvass of the subject assigned to it and had concluded that instituting a seeing-eye dog school needed more thorough study. The 54th Legislature accepted the recommendation of the special committee by adopting House Concurrent Resolution 70, sponsored by Representative Carlton Moore of Harris County, which asked for further study by the Legislative Council of the feasibility of training seeing-eye dogs. A marked difference between this resolution and the prior one was that it named the State School for the Blind as a possible site for the training. A resolution quite similar in intent originated also in the Senate of the same session of the Legislature--Senate Concurrent Resolution 18, under the sponsorship of Senator Johnnie B. Rogers of Travis County, which was dropped in favor of the companion H. C. R. 70.² In this manner the Legislative Council received from the Legislature the request that it inquire more comprehensively into the question of the state's training guide dogs for the blind.

¹Acts 53d Leg., R.S., H. C. R. No. 40 (1953).

²The text of H. C. R. 70, 54th Legislature, and of the earlier H. C. R. 40, 53d Legislature, may be found in Appendix A below.

Contents of the Special Committee's Report

The report of the special legislative committee assigned this subject contained much more than the mere recommendation that another body, the Legislative Council, study it further. The committee, whose work was paid for entirely by donations since the authorizing resolution had prohibited the committee's spending any state funds, surveyed the activities of the State Commission for the Blind, in particular its efforts in the field of vocational rehabilitation. In this area, the committee found that the Commission for the Blind was making a practice of allotting certain funds for guide dog training. The Commission for the Blind assists blind persons who are ruled eligible or qualified to go to the school operated at Morristown, New Jersey, by Seeing Eye, Inc., to receive training in the use of a seeing-eye dog. The committee further reported that eligibility was being determined mainly on the basis of whether the blind person would be made employable by having a dog; no attempt was being made to secure guide dog training for individuals who would not be made employable by virtue of the training. Hence the chief test applied to an applicant was that of employability. Within this limitation, the Executive Secretary-Director of the Commission was able to report that the Commission for the Blind had been uniformly successful in obtaining acceptance at the Morristown, New Jersey school for its candidates.³

In addition, the committee visited the Seeing-Eye school at Morristown. Seeing Eye, Inc., they noted, is a philanthropic organization receiving no state or federal monetary aid. It restricts its enrollment of trainees and in doing so tries to select those persons who are most suited for the training. The organization makes a nominal charge to the blind person for his dog and his equipment and for board and lodging amounting to about \$150, far less than the actual cost of these items. About one-third of the students are women. Seeing Eye, Inc. has over the past quarter-century of its existence served a total of 130 blind persons from Texas, 29 of them by furnishing them with "replacement" dogs. In the decade 1945-54 the organization has supplied to Texas residents approximately 11 dogs per year, the annual total varying from 5 in one year to 16 in another. Each year about one-fourth of these dogs represented replacements, for the normal life-span of a seeing-eye dog is around ten years. The committee commented on the strict screening given to applicants for training at Morristown, a screening that is in part made necessary by the physical capacity of the

³"Report of the Seeing Eye Dog Committee" (Austin, mimeographed, 1955), unpagged.

school. The report of the committee questioned whether or not the full need of Texas blind citizens was being answered by this restricted sort of program, even though the limitations on number of trainees may be entirely justifiable from the viewpoint of the school itself.⁴

The special committee mentioned briefly in its report another school for the training of guide dogs, Leader Dogs for the Blind, located in Rochester, Michigan; it did not actually inspect first-hand the work of this training center. This Michigan school bears many resemblances to the New Jersey one. Two points of difference were noted--Leader Dogs for the Blind probably did not impose as strict requirements for admission, and its unit costs tended to be lower than those at Morristown.⁵

The committee report presented other and more general statistics relating to the blind in Texas. It found a total of 13,764 blind people in the state as of March, 1954 and gave a county-by-county breakdown of this figure. The number of users of guide dogs in Texas it found to be 116, the overwhelming majority of whom had obtained their dogs from Morristown, New Jersey. Four other schools, including Leader Dogs for the Blind, had each trained a scattering of the dogs that were in use in Texas.

Finally, the committee collected certain tentative financial information. It observed, for instance, that the expenditures of Seeing Eye, Inc. for the year ended September 30, 1953 totaled \$344,439, during which period the organization had served 158 blind persons. This would represent a per-capita outlay of \$2,180 for each trainee. The unit cost reported from Leader Dogs for the Blind, the Michigan group, ran considerably less--about \$1,250 per blind person trained and equipped with a guide dog. Both schools collect what is largely a "token" fee of \$150 from the blind person; the purpose of the charge seems to be to remove the taint of charity from the training received.⁶

⁴Ibid.

⁵Ibid.

⁶Ibid.

STATE-FEDERAL PROGRAMS FOR THE BLIND

Department of Public Welfare

The state government serves its adult blind citizens through two major agencies, the State Department of Public Welfare and the State Commission for the Blind. The Department of Public Welfare is responsible for administering the financial aid that is extended to the needy blind, along with aid to dependent children and old-age assistance. Aid to the blind is confined by the Texas Constitution (Art. III, sec. 51a) to persons 21 years old or older. It consists at present of monthly financial assistance ranging from \$5 to \$55 per month. A number of qualifications are imposed on the payment of aid to the blind--qualifications of length of residence in the state, of economic circumstances showing evidence of need, and the like. Federal as well as state funds are used in rendering aid to blind individuals who are in need; in fact, the federal Social Security Act of 1935 may be taken as the statutory point of origin of public financial assistance to the blind on a state-wide basis.¹

Aid to the blind is part of a complex of inter-relationships within the public assistance program administered by the State Department of Public Welfare. A restriction in the Texas statute, for example, forbids the payment of assistance to needy blind persons who are already receiving old age assistance.² Aid to the adult blind complements another type of public assistance, the aid granted to dependent children. Likewise, assistance to the blind is regarded by some people as a supplementary form of assistance to the preponderant federal social security insurance plan. The result of these various linkages is that aid to the blind is firmly implanted in the state's whole public welfare pattern.³

In spite of the relatively strict requirements for eligibility, a significant proportion of the state's blind population have qualified as recipients of this type of aid. As of September 1, 1955 the number of persons on the aid-to-the-blind rolls of the Department of Public Welfare stood at 6,522. This total constitutes something

¹See State Department of Public Welfare, "Public Assistance Laws Administered by the Texas State Department of Public Welfare" (Austin: September, 1953), p. 9, a citation of Title X of the Federal Security Act (1935).

²Ibid., pp. 33-34, a recital of state laws pertaining to aid to the blind.

³See, for example, the bulletin of the Texas Industrial Conference, Dallas, dated July 23, 1952.

like 45 per cent of the blind persons in the state, using the count made in 1954 by the State Commission for the Blind. The size of this figure probably reflects the fact that blindness is in most instances a crippling disability. The number of Texas recipients has expanded fairly steadily over the past ten years. The gain has not been remarkable, particularly when set alongside the decided increase in the state's whole population during that period. The aid-to-the-blind rolls have grown in size in Texas, but at no faster a rate than has the general population.⁴

The maximum grant to an individual is fixed currently by the state at \$55 per month. Payments averaged \$43.60 per month for the year ended August 31, 1954. About one-fourth of the recipients in that year were being paid the maximum \$55; 50 per cent received \$45 a month or more apiece, on the average through the year. A comparable distribution pattern of monthly payments prevailed during the previous year. The amount disbursed to the needy blind by the Department of Public Welfare for the 1953-54 fiscal year was more than \$3.2 million. Of this total annual expenditure, the state furnished 33 per cent, the federal government 67 per cent.⁵

State Commission for the Blind

If it is true that assistance to the blind is intimately related to other divisions of the State Department of Public Welfare--especially old-age assistance--it is equally true that the work of the Department of Public Welfare is directly connected with the type of rehabilitation being conducted by the State Commission for the Blind. The reason for the necessary connection between the two is that the Department of Public Welfare is charged with extending aid to needy blind persons, while the Commission for the Blind is concerned with rehabilitating blind individuals to the point that they are financially self-sustaining. Thus a normal route for a blind citizen to follow would be for him to obtain monthly assistance through the Department of Public Welfare until he could make himself self-supporting. By reason of training offered him through the Commission for the Blind, he might be able to obtain gainful employment.

⁴ Statistics on recipients of aid to the blind are from the Division of Research and Statistics, State Department of Public Welfare, letter dated October 17, 1955. The State Commission for the Blind's 1954 estimate of 13,764 blind citizens of Texas is contained in the "Report of the Seeing Eye Dog Committee" of the 53d Legislature (Austin, 1955), unpagged.

⁵ Annual Reports of the State Department of Public Welfare for 1953 and 1954, Tables 2 and 9 in both reports.

Consequently, he might earn an income that would be above the maximum allowable to recipients of aid to the blind. The net effect of the rehabilitation performed by means of the Commission for the Blind often is to "graduate" persons from the rolls of the assistance to the blind program. Guide dogs for the blind, naturally, are one way of allowing persons to become employable.

The primary function of the Commission for the Blind, as already suggested, is to render rehabilitation services to persons disabled by blindness. During the year ending August 31, 1954, the Commission for the Blind rehabilitated 237 individuals. The number of rehabilitations for the previous year was 267. Of the group accepted for rehabilitation service over the two-year period ending August 31, 1954, about 35 per cent had been receiving public assistance, according to the Biennial Report of the Commission.⁶ The staff of the Commission evidently takes satisfaction in its role of transferring persons into gainful employment, for the Biennial Report dwells on this phase of its work, "in which men and women are taken from the welfare rolls of this state and are enabled to become independent citizens and taxpayers, rather than recipients of public funds such as welfare grants and the like."⁷

The work of the Commission for the Blind consists of much else besides furnishing training in a particular occupation to blind persons. Its staff engages in affording "physical restoration services" to blind citizens, for example, arranging for them to have medical or surgical treatment, among other things. The Commission helps by counseling and supervision, as well as by training, when a blind person tries to establish and operate a business enterprise of his own. Again, the individual who is blind may obtain the services of a reader or the loan of a "talking book machine" (a specially-designed record player) if he wishes to attend college. These illustrations will serve to suggest the variety or range of activities of the Commission beyond vocational rehabilitation alone.⁸

In common with the several segments of the State Department of Public Welfare, the Commission for the Blind handles a good share of federal funds in addition to appropriations allocated it by the state. As a matter of fact, a third "source" accounts for part

⁶ Biennial Report of the State Commission for the Blind, September 1, 1952-August 31, 1954 (Austin, 1954) pp. 8-9.

⁷ Ibid., p. 2.

⁸ Ibid., pp. 9, 16, 18, 28.

of the financial resources of the Commission--private donors such as Lions Clubs from time to time in effect supplement public money, in that they make gifts to individuals when state funds are not available. The federal government participates extensively in the support of the rehabilitation work performed by the Commission. Federal grants-in-aid to the physically disabled are of fairly recent vintage, for Congress authorized the present sort of expenditures for vocational rehabilitation of blind persons in 1943, even though the national government had first entered the field with legislation in 1920. The Texas Legislature in 1945 directed state officials to take steps to initiate a federal-state program for vocational rehabilitation.⁹

Almost one-half (49 per cent) of the total expenditures of the Commission for the Blind in the 1953-54 fiscal year was derived from federal grants, notably those for the purpose of vocational rehabilitation. For the previous year, federal assistance had similarly been the source of about half of the Commission's expenditures for all purposes. It is likely that federal contributions to vocational rehabilitation proper made up a larger share than one-half, because the Commission for the Blind maintains one division that is financed entirely from state funds. The exact ratio of federal-state financial participation is hard to determine in this area, inasmuch as the line between what is and what is not a rehabilitation expenditure cannot be precisely drawn. At any rate, it is a safe assertion that half or more of the support of vocational rehabilitation of the blind carried on through the State Commission for the Blind comes from federal appropriations. In point of fact, the audit report of the Commission dated August 31st, 1954 reflects that federal grants to the adult blind fund during the foregoing year, (fiscal year 1953-54), were considerably greater than state appropriations from general revenue. The same situation prevailed in the 1952-53 fiscal year, when federal contributions distinctly exceeded those of the state.¹⁰

It follows, of course, that in this federal-state undertaking where the financial support of the national government is predominant, much of the framework and many of the rules of extending aid in vocational rehabilitation of the disabled are fixed by federal rather than state or local action. It is pertinent, therefore, to inquire more specifically into the present role of the federal government in this area.

⁹Annual Report of the Department of Health, Education, and Welfare for 1953 (Washington: Government Printing Office) p. 2;
Audit Report of the State Commission for the Blind, August 31, 1954 (Austin: Office of the State Auditor) p. 5.

¹⁰Audit Report of the State Commission for the Blind, August 31, 1954, (Austin: Office of the State Auditor), exhibit II, p. 28.

The Nature of the Federal Assistance for Vocational Rehabilitation

It becomes necessary to examine more fully the character and impact of the federal program with respect to blind persons and particularly in the field of their vocational rehabilitation. Obtaining a seeing-eye dog for a blind person and training him in the use of the dog is a form of rehabilitation, a form that may lead to gainful employment. Hence if the state should enlarge its existing grant of aid in procuring guide dogs, it would be expanding its rehabilitation services. Presumably but not unavoidably, obtaining these dogs for blind citizens would enable a number of persons to secure employment, and thus the net effect would be equipping them for a vocation. Consequently the focus of this study of the feasibility of training seeing-eye dogs and instructing their masters in their use is almost necessarily on vocational rehabilitation.

The recently-established Department of Health, Welfare, and Education in Washington includes within its organization an Office of Vocational Rehabilitation, which was formerly a part of the Federal Security Agency. As the name of the office makes plain, the emphasis is on the type of rehabilitation that enables persons to secure gainful employment--"helping the handicapped to help themselves," as the slogan goes. The whole philosophy behind the effort, then, is to remove or mitigate the disability in order that the individual may begin earning a livelihood.¹¹

Several reasons for this emphasis on making a person employable may be inferred. The first explanation is that this approach is the most easily defensible one. To the hard-headed as well as to the soft-hearted, it seems sensible to exert yourself to aid a man so that he can become self-sustaining. Economic advantages such as the additional productive capacity gained are alone sufficient to justify the expenditure, from a strictly non-humanitarian view. It is natural to fall back on this line of argument. "Our work pays for itself" is the slogan here. Members of Congress and of state legislatures may find this justification an attractive one. A parallel situation is the offering of "natural defense" or "flood control" as the purpose of building a dam, when the production of electric power is another major objective.

¹¹ See Annual Report of the U. S. Department of Health, Education and Welfare for 1953 (Washington, 1954), pp. 229-248.

A second explanation of the emphasis on employability as the criterion of success in rehabilitating goes beyond mere considerations of practicality. To assist him over his job handicaps is a measure that is thought of as restoring or building up a citizen's self-confidence and self-respect. His morale, his outlook on life, will be decidedly benefited by his becoming a contributing member of society. In the midst of a community in which the overwhelming majority of adults are employed, it is argued, the blind person is always likely to feel that he is "peculiar" or "different," socially as well as physically, so long as he does not have work himself.

As is true of the State Department of Public Welfare and the State Commission for the Blind, the work of the Office of Vocational Rehabilitation is separate from that of the Social Security Administration. (At the same time, these two governmental divisions are part of the larger Department of Health, Education, and Welfare.) The distinction in the nature of activities of the state Department of Public Welfare and the Commission for the Blind in Texas carries over into the federal government also, for public assistance and other forms of social security are conceived of as stretching over a relatively long term, contrasted to the short-term, single-shot type of service rendered by the Office of Vocational Rehabilitation. For example, a blind person might receive financial assistance through the Social Security Administration for five or ten years or longer, whereas the Office of Vocational Rehabilitation may complete its services to an individual in a matter of months. One sort of assistance is designed to help people because they are in need, the other to extend aid for the specific purpose of making people self-sustaining economically. Despite the real differences between the two methods, they are not necessarily contradictory; they are simply different attacks on the same problem of dependency. A basic similarity between the two is that both use a "case service" method--that is, they deal with people as individuals by means of the case technique.

Federal-State Patterns

Through the Office of Vocational Rehabilitation, grants are made to the states to contribute toward the support of state programs in this field. The grants may be made to both the state board of vocational education (the Texas Education Agency, in effect, in the case of Texas) and to state commissions for the blind. Part of these federal funds are allocated to the education agency in Texas, part to the State Commission for the Blind.

The division between the two turns on relative degrees of sightlessness. Persons above a stated level in visual ability apply to the Texas Education Agency, while those below that point are referred to the Commission for the Blind for vocational rehabilitation. Persons with partial disability go to one, those with complete or virtually complete physical disability go to the other. The degree of visual handicap is the determinant.

The existence of these two channels at the state level for vocational training of the physically handicapped is to be seen in the annual reports of the Office of Vocational Rehabilitation. For example, the state board of vocational education in Texas--identical in membership with the State Board of Education--spent \$834,438 in federal funds for this sort of rehabilitation during the fiscal year ended June 30, 1953. The State Commission for the Blind expended a total of \$156,555, or about one-fifth as much, in federal funds for the same period. Within Texas, then, the expenditures of federal money through the education agency were far greater than those through the Commission for the Blind. The budget of the Office of Vocational Education in Washington for this federal-state activity came to about \$20.4 million in 1953, compared to some \$33.0 million in grants to the states from the Social Security Administration for its type of monetary aid to the blind.¹²

Areas Within State Control

Vocational rehabilitation of blind citizens has come about in Texas primarily as the result of federal initiative. Yet it is equally correct to say that the work of rehabilitation remains, so far as organization is concerned, largely in state hands. For instance, it is the state authority which fixes the definition of blindness; that important matter is not set out in the federal statutes. Similarly, it is the State Commission and not the federal agency that decides which persons qualify for aid in what amount. Action of the national Congress helps to determine the total sum available in any particular year, of course. Nevertheless, the day-to-day administration of the program lies within state control. Basically it is the Commission for the Blind--and ultimately the Texas Legislature--which fixes the extent and quality of the services provided. Vocational rehabilitation is essentially a state activity that is financed in part by federal funds.

¹²Ibid.

An important decision left to state officials and state laws is whether or not Texas chooses to avail itself of federal grants for which it is eligible. Authorities within the state are under no compulsion to accept the proffered federal aid, and some states (notably Pennsylvania) have failed to qualify themselves for receiving it.¹³ Furthermore, the single state may participate to the extent of using part but not all of the funds available to it.

State Participation in Rehabilitation

In Texas the state's efforts to rehabilitate its adult blind citizens are carried on by the State Commission for the Blind. The process of rehabilitation may take various forms. A student may be enabled to attend college by his being furnished with a "talking book machine" and recordings and fit himself thereby for a particular occupation. Or a disabled person may receive "physical restoration" in the form of medical or surgical treatment that contributes to his employability. Or he may be given instruction in a trade or craft that will lead to employment, as well as being offered placement service from members of the Commission's staff.

The Commission's Vocational Rehabilitation Division was established by the Legislature in 1945. As of August 31st, 1954, the date of the audit, the State Auditor's office reported that the Commission for the Blind employed six rehabilitation counselors and four placement counselors. Besides its main office in Austin, the Commission operates district offices at Dallas, Tyler, Lubbock and Houston.¹⁴ A part of the Commission staff consists of field personnel. Field operations are conducted out of the several district offices located around the state. The Commission carries out its own preachment by employing a number of blind persons on its staff.

The central requirement for acceptance of an application to the Commission for assistance is that there be a "reasonable expectation" that he will be rendered employable by the rehabilitation services he receives. Another basic eligibility requirement is that the person's physical disability include blindness. A third qualification is that he be under a serious handicap to employment, a handicap caused by his sightlessness.

¹³General Assembly, Commonwealth of Pennsylvania, Joint State Government Commission, "Blind Pensions in Pennsylvania" (Harrisburg, 1951) p. 3 ff.

¹⁴Audit Report on the State Commission for the Blind, August 31, 1954 (Austin: State Auditor's Office) Biennial Report of the State Commission for the Blind, 1952-54 (Austin, 1954), p. 6.

A somewhat lesser rule for determining eligibility is that the applicant be at least 15 years of age. The reason for this rule is that a young person is not expected to go to work until he reaches the age of 16, at any rate not at a full-time job. Unlike the extension of aid to the blind under the public assistance program, vocational rehabilitation is not conditional on duration of residence in the state (with one minor exception). The only test applied here to a new resident is whether he seems to have moved to the state permanently, rather than being in the state as a transient. A requirement implied by the fundamental one of employability is that the individual have the necessary physical endurance to do regular work. He may possess some physical defect other than blindness and still be eligible, but it must not be so severe as to make him unfitted for steady employment. Medical and surgical service and hospitalization--the "physical restoration" carried on by the Commission for the Blind--are the only types of assistance where the furnishing of proof of financial need is a definitely stated requirement. It is obvious, however, that a person meeting the other qualifications for rehabilitation would in all probability be in economic need. This presumption is borne out by the fact that a good many of the persons assisted by the Commission have been recipients of aid to the needy blind through the Department of Public Welfare.¹⁵

Recent Legislation

Recent action by the Congress promises to affect vocational rehabilitation decisively. A bill signed into law in August, 1954 calls for a four-fold expansion during the ensuing five years in the number of people rehabilitated. The proposal had been made by the President and received the approval of the Congress by unanimous vote. "The new legislation authorizes greater Federal financial support for the program. . . . It gives more latitude to the States in the operation of their programs," says the annual report of the Department of Health, Education, and Welfare for 1954.¹⁶ The indications are that the 1954 federal law will require considerably more initiative on the part of the states than has been true in the past.¹⁷

¹⁵State Commission for the Blind, "State Plan for the Administration of Vocational Rehabilitation for Blind Persons" (Austin: mimeographed, no date), unpagued.

¹⁶Public Law 565, 83rd Congress; Annual Report of the U. S. Department of Health, Education, and Welfare for 1954 (Washington, 1954), p. 7.

¹⁷See Council of State Governments, "Suggested State Legislation ... for 1956" (Chicago, 1955), pp. 87-88.

Legislation adopted or pending in the state likewise affects the standing of its blind citizens. An amendment to Article III, sec. 51a of the Texas Constitution, approved by the voters at an election in November, 1954, had the effect of increasing the maximum state contribution toward old age assistance, aid to the blind and aid to dependent children from \$35 to \$42 million per year. As a result of the subsequent passage of an enabling act, the amount annually transferred to the Blind Assistance Fund was set at \$1,200,000, beginning September 1, 1955, as contrasted to slightly more than \$1,000,000 a year in previous years.¹⁸

House Joint Resolution 30, passed by the 54th Legislature in 1955, proposes a further constitutional amendment to Article III which would, if approved by the voters, give the Legislature the power to provide for assistance to needy individuals who are more than 18 and less than 65 years of age and who are permanently disabled by a mental or physical handicap. This amendment if it is finally adopted would add a new category to the groups now receiving public assistance benefits--those who are permanently and totally disabled, whether physically or mentally. It calls for monthly financial aid, part federal and part state.¹⁹ There is no conflict between this form of aid to the disabled and aid to the blind; it is merely a broadening of financial assistance to include another segment of the citizenry.

¹⁸S. J. R. 7, adopted by the voters on November 2, 1954; Acts 54th Leg., R. S. (1955), Ch. 392, pp. 1036-1038.

¹⁹H. J. R. 30, 54th Leg., R. S. (1955).

SOME FUNDAMENTAL QUESTIONS

Definitions of Blindness

A part of the difficulty in obtaining reliable statistics on the number of blind people in Texas is traceable to variations in the definition of what constitutes blindness. Who is to be considered blind? The State Commission for the Blind extends its services to persons who are "legally blind." In non-technical terms, an individual is legally blind if his visual ability is not greater than one-tenth that of the man with normal vision. Using more exact language, a person is considered legally blind when his visual acuity does not exceed 20/200. At best he can see at 20 feet objects which a man with normal eyesight can see at 200 feet.¹

The State Department of Public Welfare was given by statute the authority to adopt rules that would fix, for purposes of determining eligibility of applicants for aid to the blind, the point at which a person is found to be blind. The Texas Constitution simply declares that "assistance shall be given . . . to any needy blind person . . . whose vision, with correctional glasses, is insufficient for use in an occupation for which sight is essential . . ."² Thus the person's disability is defined in economic terms. The Department of Public Welfare has accepted, in essence, the same definition of blindness as the Commission for the Blind uses: "central visual acuity of 20/200 in the better eye with correcting lenses" is the phraseology of the Department of Public Welfare. Strictly speaking, aid to the blind is granted to those handicapped by "economic blindness," while the Commission for the Blind employs the term "legal blindness" instead. In both cases the definition is so framed that it includes the totally blind and persons who have only light perception. In addition, there are special cases of impaired vision that are considered by both state agencies to come within the definition of blindness. A severe limitation of the field of vision, for example, is ruled to be a form of blindness in that it penalizes or handicaps a person in the economic realm. In practice, it is the degree of visual acuity in the better eye that determines how a person is classified.³

¹See Biennial Report, State Commission for the Blind, 1948-1950 (Austin, 1950), unpagued.

²State Department of Public Welfare, "Public Assistance Laws Administered by the Texas State Department of Public Welfare (Austin, 1953), p. 33; State Department of Public Welfare, "Questions & Answers Concerning . . . Aid to the Blind" (Austin, 1954), p. 12.

³Ibid.

Similarly, it is an individual's vision with the aid of glasses or other appropriate corrective devices that is tested. It should be remembered that a partially-seeing person who comes outside this definition is not for that reason deprived of any assistance from the state. Such an individual can, for instance, if otherwise qualified, secure vocational rehabilitation through the Texas Education Agency.

How Many Blind People Are There in Texas?

One of the basic questions to be dealt with in any study of the advisability of bringing into being facilities for the training of seeing-eye dogs concerns the total number of blind persons in the state. The answer to this query is not as readily obtained as might be thought. For one thing, the U. S. Bureau of the Census has not since 1930 included a question about blindness in its ten-year censuses of population. One reason given for abandoning the attempt to make the count was that the results obtained in prior censuses were highly unreliable. The Bureau of the Census in 1940 and 1950 consequently gave up trying to arrive at an accurate figure. No careful door-to-door count of the blind is currently made, it seems, by the national government.

The decision of the Bureau of the Census to eliminate this item from its population census brought about the formation of a Committee on Statistics of the Blind, under the sponsorship of the American Foundation for the Blind and the National Society for the Prevention of Blindness. This committee has sought to supply the lack of dependable statistics on the prevalence of blindness. It has prepared and published estimates from time to time, especially of the rate of the occurrence of blindness per 1,000 population.⁴

The latest estimate made by the Committee on Statistics of the Blind was issued in 1953. This study resulted in a pamphlet written by Dr. Ralph G. Hurlin, chairman of the committee, and published by the American Foundation for the Blind. Those who conducted this study came to the conclusion that the probable rate of blindness in Texas, as of July 1, 1952, was 2.29 blind persons out of every 1,000 persons. Applying this rate to the population estimates released by the federal Bureau of the Census, also as of July 1, 1952, the Committee on Statistics arrived at a figure of 18,753 blind persons in Texas on that date. It should be stressed that this is an estimate, not a precise count.⁵

⁴Ralph G. Hurlin, "Estimated Prevalence of Blindness in the United States" (New York: American Foundation for the Blind, 1953), foreword.

⁵Ibid., pp. 5, 9.

The rate thought to prevail in Texas is considerably higher than that for the nation as a whole; the national incidence in 1952 is set at 1.98 per thousand. Other Southern and Southwestern states--especially those with large Negro populations--have similarly high rates, above that of the nation. The differential is accounted for on the basis of racial composition of the populace and the pattern of age distribution within each state, as well as by public health conditions. The definition of what constitutes blindness adopted in making this estimate is that of "economic blindness"--lack of ability to do any kind of work for which sight is essential.⁶

Registration by the Commission for the Blind

A second source of information in seeking to determine the number of blind people in Texas is the register or list kept by the State Commission for the Blind in Austin. As part of its work the Commission for the Blind maintains a registry of the "legally blind" residents of the state. The count made as of March 23, 1954, for instance, showed a total of 13,764 blind people in Texas. This number is about 5,000 below that of the Committee on Statistics of the Blind for the year 1952, two years earlier.⁷ The registry of the Commission for the Blind contained the names of 14,012 blind people as of October 28, 1955.

This variance between the two sets of figures is explainable in several ways. The register of the state Commission for the Blind, in the first place, is not based on a thorough house-to-house census; therefore it is possible for the Commission to have "missed" people. Second, the Commission uses an entirely different method of arriving at its total than does the national Committee on Statistics of the Blind. The state Commission's procedure is to list all individuals who have been identified as blind; it is an "adding-up" process. The national Committee on Statistics by contrast reaches its total by application of a formula. It obtains an estimated ratio of blind persons to each 1,000 population of a state, then applies that ratio to the whole population. In the third place, the Commission for the Blind does not claim for its register that it is a complete, comprehensive count. The Executive Secretary-Director of the Commission frankly acknowledges that there are in all probability a good many blind persons residing in the state whose names are not on the register.⁸

⁶Ibid., pp. 7-8.

⁷Office Memorandum, State Commission for the Blind, March 26, 1954 (Austin; mimeographed) concerning the survey of the blind population of Texas.

⁸Letter to Legislative Council staff from Lon Alsup, Executive Secretary-Director, State Commission for the Blind, dated October 21, 1955.

Public Assistance Rolls

The records of the State Department of Public Welfare of the number of persons receiving aid to the blind offer at least a clue to the total count of blind persons in the state. The Department of Public Welfare reports the following numbers of aid to the blind recipients, as of September 1st of each year:⁹

1946	5,044	1951	6,111
1947	5,428	1952	6,047
1948	5,737	1953	6,118
1949	6,160	1954	6,321
1950	6,600	1955	6,522

An obvious reason for the disparity between these figures and those previously cited is that not all blind persons in Texas meet the eligibility requirements for public assistance. Probably one-half of them do not qualify. One large group that is cut out from the start consists of those who have not reached the age of 21, for that is the age limit at which persons become eligible for this form of aid. Another segment that will be omitted is the group who have failed to demonstrate satisfactorily their actual need, since the public welfare program is for the needy blind alone. A third group is made up of those so circumstanced that they have never applied to the Department of Public Welfare for financial aid. Still another omission is represented by an indeterminate number of persons over 65 years of age who may be receiving old-age assistance instead of aid to the blind. Others who are presently living in the state will not have met the requirement of a minimum of five years of residence here, set by the Texas Constitution in Article III, sec. 51a. The list of blind persons left outside this total could be extended, but it should be clear that the records of the Department of Public Welfare do not contain an exhaustive listing of all the blind persons in the state; they do not purport to do so. The figure on the number of persons receiving aid to the needy blind is an irreducible minimum, since for an individual to be eligible he must present competent medical testimony of blindness.¹⁰

⁹Information furnished by the Director of the Division of Research and Statistics, State Department of Public Welfare, by letter of October 17, 1955.

¹⁰State Department of Public Welfare, "Questions & Answers Concerning . . . Aid to the Blind" (Austin, 1954), pp. 14-15.

The Dallas County Survey

In October, 1954 the Council of Social Agencies of Dallas prepared a brief memorandum on blind people of Dallas County which included an estimate of the number of blind residents in that county. The Council of Social Agencies concluded that the number in Dallas County as of October, 1954 was at least 1,400. This compares with a total of 943 for that county in the estimate made by the state Commission for the Blind in March of the same year. The Dallas Council of Social Agencies arrived at its total in the following manner:

This estimate is based on the known fact that there are 500 Dallas County blind residents receiving Aid to the Needy Blind; an estimated 200 other blind residents drawing Old-Age Assistance; another 200, perhaps, are employed; possibly 150 are under 20 years of age; there are other adult blind who have asked but have not been accepted for public assistance; and there are still other adult blind residents, especially aging ones, who do not need and have not applied for public assistance.¹¹

Gaps in Knowledge

It should be noted that in no instance does a commission, committee, or other body venture a guess on the question of whether the blind population of the state is expanding or shrinking. Indeed, the national Committee on Statistics of the Blind specifically warns against the use of its published reports in drawing conclusions regarding trends in the rate or incidence of blindness.¹² The sociological instruments for determining how many people are blind are as yet too imprecise to be relied upon for comparisons. Furthermore, none of the agencies or organizations that have published estimates claim that their statistics are based on an actual count. Beyond that, the experience of the Bureau of the Census would indicate that, if one were made, a house-to-house canvass might not produce an accurate figure. Since no complete head count has been made, it follows that statistics on the number of blind people over 65 or under 21 years of age in Texas or the number whose blindness is congenital can only be approximations. More detailed information on the characteristics of the blind population of the state, in other words, has not been accumulated systematically and thoroughly.

¹¹ Council of Social Agencies of Dallas, "Experiences of Dallas County Blind Residents in Obtaining Trained Guide Dogs" (unpublished memorandum), p. 1.

¹² Ralph G. Hurlin, op. cit., p. 14.

Weighing the Estimates

In view of the fact that the estimate of the State Commission for the Blind is admittedly less than complete, it is likely that the total of 18,753 blind persons of the Committee on Statistics of the Blind is a more nearly accurate figure. This total is for July 1, 1952 and is based on a rate of blindness of 2.29 per 1,000 population. It is logical to suppose that the number is larger at present than it was in 1952, merely on the grounds of an increase in the whole population of Texas. The state's population was estimated by the United States Bureau of the Census as of July 1, 1954 to be approximately 8,479,000. Using the ratio of 2.29 per 1,000 evolved by the Committee on Statistics of the Blind, that would mean a total of 19,417 blind people in Texas on that date.¹³

One further method can be used in obtaining a reasonably accurate idea of the number of blind people in Texas. North Carolina's State Commission for the Blind maintains a current and thorough register of the blind within that state. The North Carolina Commission reports that as of June 30, 1954 the state contained 11,458 known blind persons. Since the total population of Texas in 1954 was at least double that of North Carolina, it is probable that Texas had something like twice that number, or approximately 23,000 blind citizens. This rough estimate assumes, of course, that the general rate of blindness is very nearly the same in both states. One caution needs to be added concerning the use of the North Carolina figure: that state employs a rather liberal definition of blindness, including in it any visual handicap that prevents the performance of ordinary activities for which eye-sight is essential.¹⁴

Thus it seems likely that Texas has within its borders between 18,000 and 20,000 blind citizens.

¹³See "Current Population Reports: Population Estimates," Series P-25 of the U. S. Bureau of the Census, October 24, 1955, p. 4.

¹⁴Information furnished by the North Carolina State Commission for the Blind, Social Service Division, Raleigh.

AID NOW GIVEN BY THE COMMISSION

The Commission for the Blind at present furnishes aid to qualified blind individuals in securing guide dogs. The aid takes the form of bearing the transportation expenses of blind persons from their homes in Texas to the Seeing Eye school at Morristown, New Jersey, and return. The State Commission will pay part or all of these costs of transportation to and from the school. The Commission for the Blind does not pay any of the \$150 tuition fee charged by the school. Indeed, it is an integral part of the philosophy of the New Jersey school authorities that the \$150 fee should be the responsibility of the individual who is being helped, so that he will value the dog that he receives and so that he will feel that he has himself had a share in its cost. The policy of the school is not to "permit any person or organization to assume the student's small obligation for his dog."¹ This assuming of financial responsibility is looked upon as part of the rehabilitation process. Leader Dogs for the Blind, located in Rochester, Michigan, likewise holds to the view that the new master of a guide dog should personally assume the \$150 tuition charge. Seeing Eye collects no fee from blinded veterans whose disability was incurred in line of duty. Similarly, Leader Dogs makes no charge of war veterans.

As is true of other sorts of aid rendered by the State Commission for the Blind, assistance in securing a guide dog hinges on the applicant's employability. The settled policy of the Commission is to assist only those individuals who in its best judgment will be made employable by their having a guide dog, or whose earnings will be increased by obtaining one. Part of the reasoning behind this rule is that the cost of maintaining a dog is about \$12 to \$15 a month; hence a needy person receiving from the state \$55 or less per month in aid to the blind would have difficulty in taking care of this extra expense. The extension of aid in getting a dog guide is thus a phase of the vocational rehabilitation activity of the Commission for the Blind. A further qualification imposed on applicants is that they be acceptable for admission to the Seeing Eye school in New Jersey. The Seeing Eye has rather selective admission standards. Naturally, the qualifications set by the State Commission must be at least as high as those adopted by the Seeing Eye organization, else the person would never be admitted to the school.²

¹Annual Report of The Seeing Eye for the year ended September 30, 1952, unpagued.

²Letter to the Texas Legislative Council of Mr. Lon Alsup, Executive Secretary-Director, State Commission for the Blind, dated November 7, 1955.

Admission Requirements at Seeing Eye

The insistence of the State Commission for the Blind on the applicant's being employable before he is accepted for guide dog training stems in part from the admission requirements of Seeing Eye itself. It is a basic contention of Seeing Eye officials that only a small percentage of blind people could actually use a guide dog to good effect. In their opinion, about five per cent of the blind population can profit from having a dog. Officials of the school are understandably anxious to select persons who will clearly be benefited. Since the purpose of the schooling is to confer mobility on the trainee, it seems idle to equip a person with a dog unless he is going to be moving about daily--unless he is potentially mobile and will continue to be active. The dog's performance will be better if he is used regularly and often. Therefore the test applied by Seeing Eye is somewhat broader than that of employability as such. The master and dog must have a "purposeful routine," in the view of officials at Seeing Eye; it need not be a paid job. A housewife, for instance, could find as much use for a dog as an industrial worker would.³

Over the eight-year period from 1947 to 1955 the Commission for the Blind has financially aided 20 blind citizens in obtaining dog guides. Eighteen of these persons were sent to the Seeing Eye school in New Jersey, the other two to training centers in California. The total cost to the Commission of providing this service during the period has been \$1,474.87, or an average cost of \$73.74 per person helped. The current practice is to arrange for the blind person to travel by plane because of the greater convenience to a handicapped person of air travel. Therefore the chief item of expenditure by the Commission has been the plane ticket. The present cost of furnishing transportation is considerably more than the \$73.74 average figure would indicate. The actual fare would, of course, vary with the place in Texas at which the person boarded the plane. For example, the charge would be in the neighborhood of \$150 for a round trip, air coach, from Austin to Newark.⁴ The cost to the state for transportation to the Seeing Eye currently comes to about \$175 per person.

³Letter of George Werntz Jr., executive vice-president, The Seeing Eye, Inc., to the Texas Legislative Council, dated November 10, 1955.

⁴Letter to the Texas Legislative Council from Mr. Lon Alsup, Executive Secretary-Director, State Commission for the Blind, dated November 7, 1955.

The providing of guide dogs has two aspects. One is procuring and training the dog itself, another the schooling of the blind individual in the use of the dog. At Leader Dogs for the Blind in Michigan the training of the dog covers three months. Classes for the blind student, following upon this preliminary training, last for four weeks. Dogs at the Michigan school to be acceptable for instruction must be between one and two years old. The dogs are contributed, not bought by the school. Several breeds of dog have proved satisfactory there, among them German shepherds, pure-bred collies, and retrievers.⁵

The practice of the Seeing Eye school at Morristown is to operate its own breeding farm to assure a steady supply of animals. The breeding farm, located at a place separate from the school, uses only German shepherds. The pups at the age of ten weeks are "farmed out" to nearby homes in New Jersey until they reach the proper age for schooling, which is about 14 months. Seeing Eye accepts as gifts and buys other breeds of dogs for training, among them boxers and Labrador retrievers. As is true of the Leader Dogs school in Michigan, Seeing Eye gives its dogs three months of training prior to introducing them to their blind masters. Similarly, the schooling for the blind individual at Morristown lasts for four weeks.⁶

Other qualifications besides age are desired in the dogs accepted for training. It is an absolute necessity for the dog to have intelligence. A dog to be suitable needs to be a certain minimum height--Leader Dogs for the Blind sets the minimum suitable height at 24 inches. They "must be friendly, healthy, willing to accept responsibility, accustomed to people and fairly good looking," reads a pamphlet issued by the Leader Dogs school.⁷ They ought to have strong feet and a coat of fur that can easily be kept clean; they ought not to be "gun shy"--that is, fearful of loud noises.

Both the Leader Dog and the Seeing Eye schools are liberal in their manner of collecting the \$150 tuition from trainees. Seeing Eye asserts that "no one has every been denied a dog for current lack of funds." The charge is payable at the convenience of the student, explain officials at Leader Dogs for the Blind;

⁵"Eyes in the Dark," leaflet published by Leader Dogs for the Blind, Rochester, Michigan, undated.

⁶Annual Report of The Seeing Eye, Inc., Morristown, New Jersey, for the year ended September 30, 1954, pp. 1-2.

⁷"Eyes in the Dark," op. cit.

a monthly payment as low as \$2 is satisfactory.⁸ Persons in Dallas County possessing guide dogs reported in 1954 that they had never been sent a statement by Seeing Eye of the balance owed on their tuition fees, which indicates that no pressure is exerted on the individual to pay the fee.⁹ International Guiding Eyes of North Hollywood, California makes no charge at all of the blind person. If a student has to travel to the Seeing Eye from beyond the Mississippi, the school tries to equalize matters somewhat by paying his transportation expenses above \$50.

It is possible for the blind citizen to obtain monthly financial aid through the State Department of Public Welfare during the time that he is receiving rehabilitation training from the State Commission for the Blind. In addition, if he is sent away from home to secure his training, his children may be eligible to receive the aid to dependent children that is administered by the Department of Public Welfare. These benefits are available to the blind person who goes out of state to obtain guide dog training.

⁸Annual Report of The Seeing Eye, Inc., Morristown, New Jersey, for the year ended September 30, 1954, p. 16.

⁹Council of Social Agencies of Dallas, "Experiences of Dallas County Blind Residents in Obtaining Trained Guide Dogs," October, 1954, manuscript.

HOW MANY WOULD BENEFIT FROM A GUIDE DOG?

Officials at guide dog schools strongly maintain that only a small minority of the blind population would actually profit from the possession of a guide dog. The estimate given by Seeing Eye is five per cent. Mr. Harold Pocklington, executive director of Leader Dogs for the Blind, remarks that the proportion of blind individuals who have need of and who want dogs is "very low," compared to the total number of blind people.¹

A large proportion of the blind population of this country are elderly persons. The National Society for the Prevention of Blindness estimates that in 1955 no less than 64 per cent of the blind people of the nation were 60 years old or over.² In North Carolina, where a careful census of the state's blind citizens has been made, approximately one-fourth of the blind population lost their sight after reaching the age of 65.³ Blindness is primarily a handicap of persons of advanced age. The frequency of its occurrence among people who are 65 or above has a bearing on the question of providing guide dogs, because the mobility of persons past 65 has already been impaired by factors other than their ability to see. There is a real question whether a guide dog would be of benefit to people of limited physical endurance.

The chief consideration operating to reduce the demand for guide dogs is the matter of age. At least half of the blind residents of Texas are 65 years of age or over. A study conducted of 6,106 adult recipients of aid to the blind in the state in 1946 revealed that better than 45 per cent of the group were 60 years or older at the time of their approval for aid.⁴ Reaching the age of 65 does not automatically remove a person from the labor force; nor does it mean that he is perforce condemned to a life of inactivity. Yet the chances of a sightless man's securing employment past that age, even though he has been restored to mobility by a dog, are slim. The demands put upon the individual's physical stamina by travel with a dog are considerable:

¹Letter of Harold L. Pocklington, executive director of Leader Dogs for the Blind, Rochester, Michigan, to the Texas Legislative Council, dated October 25, 1955.

²Letter from C. Edith Kerby, National Society for the Prevention of Blindness, New York, to the Texas Legislative Council, dated October 28, 1955.

³Biennial Report of the North Carolina State Commission for the Blind, 1952-1954 (Raleigh, 1954), Appendix I, table 1.

⁴Dr. John A. Crockett, "Causes of Economic Blindness in Texas" (reprint from the Texas State Journal of Medicine, February, 1946), p. 520.

Seeing Eye reports that dog and man can "walk at a pace which is more rapid than that of the average pedestrian."⁵ A public agency would be more reluctant to spend its funds on rehabilitation of a 65-year-old than it would on a 21-year-old.

Something like one-half of all blind people, then, can be eliminated as potential users of guide dogs on the score of their advanced age, with its accompanying impairment of physical endurance. The current policy of the State Commission for the Blind is to make employability a primary qualification for aid in securing a guide dog. Another segment of the blind population, those under 15 years of age, is excluded by existing regulations of the State Commission for the Blind regarding vocational rehabilitation. It is doubtful that this age limitation works a hardship on anyone, because a young person would probably need to be in the neighborhood of 15 or 16 years old to use a guide dog to advantage.

The size of the group who are under 15 is hard to determine. The North Carolina Commission for the Blind in its thorough-going census reported as of June, 1954 that only about nine per cent of that state's blind population were 18 years old or below.⁶ The estimate of the National Society for the Prevention of Blindness for 1955 is that only five per cent of the nation's blind citizens are under 20 years of age.⁷ Still another estimate, reported in 1951, was that 8.8 per cent of the known blind in Massachusetts were under 20 years old.⁸ At most, therefore, probably not more than one-tenth of the Texas blind belong in the under-15 category.

Applying these percentages to the estimated total of 18,000 blind people in Texas, it can be seen that under present conditions between 9,000 and 10,000 of them are ruled out at the start as suitable candidates to receive training in the use of a guide dog.

⁵Seeing Eye, Inc., "The Road to Freedom" (pamphlet), unpagged.

⁶Biennial Report of the North Carolina State Commission for the Blind, 1952-1954 (Raleigh, 1954), Appendix I, table 1.

⁷Letter of C. Edith Kerby of the National Society for the Prevention of Blindness, New York, to the Texas Legislative Council, dated October 28, 1955.

⁸Commonwealth of Massachusetts; "Report of the Special Commission Established to Make a Study of Certain Matters Relating to the Blind" (Boston: Wright & Potter, 1951), p. 8.

Leader Dogs for the Blind, the training center in Michigan, specifies that applicants for training must be between 18 and 55 years old.⁹ Likewise, Seeing Eye sets its age limits at 18 and 55, although it does not adhere rigidly to them.¹⁰ Occasionally it will accept an individual as young as 16. Persons below the age of 18 have been found by Seeing Eye to lack, as a rule, the necessary mental and physical maturity for "guide dog training."¹¹ People in their 50's or beyond are likely to have difficulty in handling a dog successfully because of the demands it makes on their physical strength. If these age brackets are accepted as advisable, then the group that would profit from the training would be even further restricted, possibly to the extent of its being suitable to only one out of every three blind individuals, on the basis of age alone. Indeed, it is likely that those who have reached the age of 55 themselves constitute two-thirds of the Texas blind population.

One admittedly generous estimate is that hardly more than one-half of the blind people who are in their "working years"--from 20 through 59--are capable of independent employment.¹² A number of them will be best suited for work in sheltered workshops such as are furnished by the Lighthouses for the Blind in the larger Texas cities; others will fit most readily into some form of home industry.

Another way of arriving at a measure of the number of persons for whom guide dog training would be appropriate is to consider the matter of employability. It is estimated by one writer that no more than 20 per cent of the total number of blind people are employable.¹³ Applied to the blind population of Texas, this ratio would give some 3,500 individuals as the maximum number who could be regarded as potential users of guide dogs. Another source puts the number of "potentially employable" blind persons at from 15 to 25 per cent of the entire

⁹Leader Dogs for the Blind, "Step by Step Procedure for Obtaining a Leader Dog" (undated leaflet, unpagged). An instance is on record of a 13-year-old girl's having been trained in the use of a guide dog.

¹⁰Letter of George Werntz Jr., executive vice-president, The Seeing Eye, Inc., Morristown, New Jersey, to the Texas Legislative Council, dated November 10, 1955.

¹¹Dickson Hartwell, Dogs Against Darkness (New York: Dodd Mead, 1942), p. 150.

¹²Paul A. Zahl, ed., Blindness: Modern Approaches to the Unseen Environment (Princeton: Princeton University Press, 1950), p. 17.

¹³Philip S. Platt in Paul A. Zahl, op. cit., p. 58.

blind population.¹⁴ Since employability is regarded as a cardinal requirement for persons to receive rehabilitation aid from the State Commission for the Blind, it may be assumed that this percentage represents the maximum that could qualify for such aid.

A number of the blind are doubly disabled by having a second serious physical impairment. Such persons in most instances will be prevented by reason of their other handicap from being able to profit from having a guide dog. Double disability of this type is of fairly common occurrence. In a special study made in November, 1955 by the State Department of Public Welfare, 194 out of a total of 305 recipients of aid to the blind reported that they had an impairment other than blindness. This large a proportion, 63.6 per cent, would probably not hold good for the entire blind population of the state, because it is reasonable to assume that many of the doubly handicapped will be on the aid to the blind rolls. The kind of physical impairment was not specified, except that it was serious enough to be a handicap in securing employment.¹⁵ A speech defect alone would be sufficient to disqualify an individual, if it interfered noticeably with his ability to give commands to the dog.

In addition to people who are physically incapable of benefiting from the use of a guide dog, others are emotionally unsuited. They may dislike or distrust dogs. Or they may have become so dependent on the help of friends or relatives that they have lost virtually all initiative and ambition. Or they may simply be unconvinced that a dog would be of any value to them. Unless they have an active desire for a dog, they are not likely to prove suitable candidates for one. It should be recalled that the blind individual cannot see another person with a guide dog in action; he has to accept on faith what cannot be demonstrated to his senses -- until he has already received the training.

¹⁴Clara Langerhans and Henry Redkey, eds., "Adjustment Centers for the Blind" (New York: American Foundation for the Blind, 1951), p. 22.

¹⁵State Department of Public Welfare, Division of Research and Statistics, Special Study No. 248 (December, 1955). It should be noted that these judgments as to the presence of a second disability were made by the blind persons themselves and not by an examining physician.

The State Department of Public Welfare in November of 1955 made a special study concerning the demand for guide dogs among a random sample of recipients of aid to the blind. A total of 309 individuals over the state were interviewed by field workers of the Department of Public Welfare. This constitutes 4.7 per cent of the number on the aid to the blind rolls in the state. They were persons whose cases were being reinvestigated during the month of November by the Department of Public Welfare in the regular course of its work. An opinion poll, consisting of a series of nine questions, was conducted among these 309 recipients. The questions, all of them answerable by a yes or no, were asked orally by the Department of Public Welfare field worker, who also recorded the answers. An additional two questions were asked of the field worker himself concerning the individual being interviewed.¹⁶

The main purpose of this opinion poll was to measure the probable demand among blind citizens of the state for guide dogs. On this point the poll disclosed that the great majority of the persons interviewed do not now want a guide dog. Only 19.4 per cent of the group expressed a desire for a dog. This reaction ought not be interpreted to mean that dog guides are generally unpopular or disliked by blind users. On the contrary, the results merely bear out the contention of officials at guide dog schools that the vast majority of blind persons are not suited for the training they offer. Those not adapted to it include the large proportion of the aged in the blind population, many of whom lack the physical stamina to use a dog to advantage. If this ratio of 19.4 per cent wanting dogs is presumed to hold good for the entire blind population of Texas, then only about 3,500 potential users of guide dogs now reside in the state. It is somewhat dangerous, however, to generalize conclusively about 18,000 citizens on the basis of a sample of slightly more than 300 of them.

¹⁶State Department of Public Welfare, Division of Research and Statistics, Special Study No. 248 (December, 1955).

THE IDEA OF USING TRAINED DOGS AS GUIDES

Aids to Travel

The chief handicap imposed by blindness is not the inability to read, severe as that handicap is. Instead, the real disability is the difficulty in moving about. The use of guide dogs is an attempt to free the individual from this restriction on his mobility. In doing so it also contributes immeasurably to his sense of independence. Probably the most grating experience of a blind person is his dependence on others. Braille writing and the "talking book" machines are two devices that have been invented to circumvent the reading handicap; the guide dog and cane travel are comparable techniques devised to permit blind people to go about freely. There is little question but that, for those who are adapted to it, travel with the aid of a dog offers the greatest degree of freedom of movement that can be achieved by blind people. Obtaining a dog can often bring with it a tremendous sense of emancipation. Being rid of the constant necessity of asking the help of someone is one of the chief boons conferred by a guide dog.

The Guide Dog Idea

The practice of systematically training dogs to guide the blind comes from Germany, where blinded veterans of World War I were equipped with such dogs. An article appearing in the Saturday Evening Post during 1927 written by Mrs. Dorothy Eustis gave an account of the school at Potsdam, Germany, which was engaged in this sort of training.¹ Mrs. Eustis also led in establishing in 1929 the first school in the United States to train dog guides. The school, called the Seeing Eye, was first located in Nashville, Tennessee. It was soon learned that the climate of Nashville was not well suited to the strenuous course of training, with the result that the enterprise was moved to its present location at Morristown, New Jersey. The same objection, incidentally, might be urged against most sites in Texas--that the intense heat of the summer would make them inappropriate as places for training. At any rate, the Seeing Eye found it necessary to transfer its base of operations. Another early difficulty, and a recurring one that the Seeing Eye has not yet overcome to its satisfaction, was obtaining able instructors.²

¹Annual Report of The Seeing Eye, Morristown, New Jersey, for the year ended September 30, 1953, unpagged.

²Dickson Hartwell, Dogs Against Darkness (New York: Dodd Mead, 1942), pp. 78-80, 85, 89-90.

The Seeing Eye school learned by experience that it would have to train all its own instructors, a practice it still follows. It makes a practice of accepting only men as apprentices. An integral part of the training is for the apprentice to spend four weeks completely blindfolded, learning at first-hand the sensations of blindness--he eats, dresses, shaves, and makes his way around without benefit of sight. In this way he becomes acquainted with the psychology of a blind person.³

Altogether, Seeing Eye in the 27 years of its existence has trained a total of 2,255 people in the use of a guide dog.⁴ A major part of its program is the furnishing of replacement dogs to persons who have previously attended the school. Seeing Eye takes on the obligation when it trains a person of assuring him a second or third dog if his dog received earlier has become too old to work or has died. Since the average working life of a guide dog is some eight years, replacements are a real and imperative need. Obviously, it is a growing responsibility for the institution, because each year a larger and larger number of graduates are to be served.

A charge of \$50 is made of the blind person for each dog after the first, as compared to the original fee of \$150. Like the earlier fee, the \$50 can be paid on a deferred basis. This amount includes all costs; the individual returns to the school for re-training with his dog. His schooling the second time may not require a full month but only ten days or two weeks. Inasmuch as the person has come to depend so heavily on his dog, the policy of Seeing Eye is to give priority to those who are applying for a replacement, as against those wishing to attend the school for the first time.⁵ Seeing Eye also makes it a policy to give preference among applicants to the newly blinded.⁶ By this procedure the individual is spared much of the despondency and frustration that would otherwise accompany his blindness. In addition, the newly blinded person who immediately acquires a guide dog is not given the chance to develop undesirable mannerisms of gait and posture that are called "blindisms."⁷

³Ibid., p. 133.

⁴Letter of George Werntz Jr., executive vice-president, The Seeing Eye, Inc., to the Texas Legislative Council, dated November 10, 1955.

⁵Annual Report of The Seeing Eye, Inc., for the year ended September 30, 1954, p. 15.

⁶Dickson Hartwell, op. cit., pp. 154-155.

⁷Hector Chevigny, "A User's View of the Guide Dog" in Paul A. Zahl, ed., Blindness: Modern Approaches to the Unseen Environment (Princeton: Princeton University Press, 1950), p. 381.

At all of the guide dog schools the question of replacements is likely to be an increasing responsibility. People returning for a second or later dog will almost certainly take up more and more of the capacity of the schools, particularly if their applications take precedence over those of others. The extent to which this is true of the Seeing Eye is revealed in the fact that during the year 1954 at that school, over half of the persons served (82 out of 155) obtained replacements.⁸ The chances are that in the future at least half of the students will continue to be those returning for replacement dogs. Thus the actual capacity of the school, in terms of new students coming for the first time, is cut in two.

The matter of replacements has not yet affected Leader Dogs for the Blind in Michigan, a younger enterprise, to the degree that it has the Seeing Eye. Only a little over one-fourth of the graduates from the Michigan school in 1953 were persons returning for replacements.⁹ There is every reason to think that the percentage of such students will rise with the passage of time, in view of the average life of usefulness of the guide dog of eight years.

Contrary to what might be thought, the guide dog does not furnish directions to his master; instead, the master gives instructions to the dog. The two work together as a team. The blind person himself must keep in mind the number of blocks to be traversed, places to make right or left turns, and the like. Orientation, in other words, must be supplied by the blind individual. The dog is his eyes, not his brain. There is one exception to this general principle: the dog is schooled to take his master around obstacles in the path and to avoid dangerous objects on the road. In this respect the dog is taught "intelligent disobedience" of his master's commands.

When the dog stops at street crossings, the master gives him commands of "Left," "Right," or "Forward." Signals are conveyed from dog to master through the harness which the animal wears. The harness is loose fitting so that it will not hamper the dog's movements. The master grasps in his hand a U-shaped leather handle that is part of the harness; through it the dog communicates with him. Curbs of streets are of particular significance to the sightless person in keeping his bearings. A guide dog is taught to lead his master up to a curb and stop. The master then not only knows to step down

⁸Annual Report of The Seeing Eye, Inc., Morristown, New Jersey, for the year ended September 30, 1954, p. 15.

⁹Audit Report of Leader Dogs for the Blind, Rochester, Michigan, for the year ended April 30, 1953, p. 5.

but is informed that he has traversed another block. The habit of invariably stopping at curbs is one of the difficult lessons to teach a dog. Another habit that has to be inculcated in the dog is that of regarding the time that he is in harness as "all business"; play must be reserved for a later occasion. The dog while in harness, in other words, is taught not to allow tempting diversions to pull him away from his task.

The first month of the three-month training that is given to dogs at Seeing Eye consists of obedience exercises. In this phase the animal is taught to come to the instructor, to sit, to lie down, to get up--all in response to the proper commands. Following upon this obedience training is a month devoted to "guide work." The dog begins to work in the harness. The third phase is that of teaching "educated disobedience" so that the dog on his own initiative will take his master around awnings, scaffolding, or other obstructions.¹⁰ Basic to the whole process is consistency on the part of the master.

The Seeing Eye holds firmly to a no-coddling policy in its treatment of students. The theory behind this attitude rests on the realization that the blind individual is about to be launched on a career that will be much more nearly independent than the one he has previously known. His whole outlook needs to be changed to bring it more in accord with the kind of active, self-reliant life that his dog will make it possible for him to lead. This attitude of the school's officials may strike the blind people who encounter it as harsh, particularly if they have lived over-protected, sheltered lives. The assumption of the school's staff is that "the student comes to seek physical independence."¹¹ In a one-month course, he cannot too soon begin fending for himself, they contend.

¹⁰Dickson Hartwell, op. cit., pp. 125-127.

¹¹Hector Chevigny, "A User's View of the Guide Dog" in Paul A. Zahl, Blindness: Modern Approaches to the Unseen Environment (Princeton: Princeton University Press, 1950), pp. 379-380.

Other Modes of Travel

The use of a guide dog is not the only means of travel for the blind individual. Cane travel is another technique extensively employed. Particularly since World War II, travel training has been organized into a course and taught in rehabilitation centers. As will readily be seen, cane travel has several practical advantages when compared to travel with the help of a guide dog. There is not the expense of maintaining a dog nor the time and effort in tending the animal. The original expense of training a dog is avoided by the choice of a cane. Obviously the cost of replacing a worn-out cane would be far less than that of a replacement dog. Furthermore, boarding places do not always welcome having a man with a dog. Certain occupations likewise are not suited to a person who uses a dog to get about. For example, a blind musician might find that possession of a dog was impractical in his profession. Nevertheless, it should be added that of the two, a dog confers a greater degree of mobility on the person than a cane.

Cane travel can be used both indoors and outdoors. It permits a person to go up and down stairs without assistance. It is not especially well adapted to the crossing of streets but may be employed for that purpose in an emergency. A basic concept in cane travel is that the cane is to be looked upon as a bumper, not a probe. For traveling in territory outdoors, a "rhythm technique" is taught, in which the blind person as he walks swings his cane right and left in an arc as wide as his body and about an inch or two above the ground. In this way he sweeps the area over which he is about to walk so as to detect obstacles in his path. It is customary for a man using a cane, when he reaches an intersection, to ask the help of someone in crossing the street. Here is one basic difference between the two forms of travel, for a man with a guide dog can cross the busiest streets unaided.¹²

Some blind people are anxious that their sightlessness be as inconspicuous as possible. For these people a cane is a helpful device. Canes can be bought that are collapsible, so that they can be telescoped and dropped in the pocket. A good many states, Texas among them, have laws reserving white canes for the use

¹²A manual, "Instruction in Physical Orientation and Foot Travel," was published by the Industrial Home for the Blind, Brooklyn, New York, in 1950.

of blind citizens as a symbol of their handicap. Blind people for some reason do not regard a dog as so conspicuous a badge of their condition as they do a cane. Perhaps the explanation is that it is a fairly common occurrence in cities and towns for a sighted person to walk about with a dog on a leash; consequently, a person is calling no special attention to himself by appearing in public with a dog at his side.

A good deal of prejudice existed against guide dogs, one blind author charges, among those responsible for rehabilitation of the war-blinded after World War II. Some opponents of the idea went so far as to argue that the possession of a dog had a debilitating effect on the blind individual.¹³ At times counselors advised veterans against obtaining a dog.

Travel by cane is not necessarily an alternative to travel with a dog. The two are not mutually exclusive. International Guiding Eyes, for example, combines white cane and dog--its students are trained in using both as aids.¹⁴ For a person having a guide dog, the cane is primarily valuable in locating a curb or obstacle and in measuring its height or extent. The cane also serves as a signal to the motorist that its holder is blind.

In a questionnaire survey conducted by the State Department of Public Welfare in November, 1955, a question was asked about the kind of travel aid desired or preferred by the blind person. Slightly more of those questioned gave their preference to a cane than did to a guide dog. Of the 305 recipients of aid to the blind, about one-fourth of them expressed the desire for a cane, as compared to one-fifth who desired a dog.¹⁵ Giving training in cane travel would in all probability be much less expensive than guide dog training.

¹³Hector Chevigny, "A User's View of the Guide Dog" in Paul A. Zahl, ed., Blindness: Modern Approaches to the Unseen Environment (Princeton: Princeton University Press, 1950), p. 383.

¹⁴Annual Report of International Guiding Eyes, Inc., North Hollywood, California, for the year ending June 30, 1952, p. 14.

¹⁵State Department of Public Welfare, Special Study No. 248 (Austin, 1955), Table 4. For the full results of this study, see Appendix C.

A Third Possibility

Elaborate experiments have been carried on in recent years, especially since the end of World War II, in an attempt to devise some sort of electrical apparatus that would serve the blind in travel. Advances in radar and electronics during the war led to the hope that a practical device might be evolved. Some headway has been made in designing and testing such instruments. One requirement is that they be fairly inconspicuous, another that they be light-weight. It is essential that they reveal to the user the presence of a curb as well as larger obstructions such as trees or hedges. The main stumbling-block encountered in this research has been to produce a meaningful series of signals that can be interpreted almost instantaneously by the user. The mind has to organize the electrical impulses received through the hand, say, into some sort of pattern.¹⁶ The machine itself does not produce the mental pattern but merely the raw materials for it. The limitation occurs in the human brain's quickness in translating signals into meanings. This obstacle has stood in the way of the perfecting of an instrument that would be on a par with the hearing aids manufactured for the deaf.

¹⁶ These experiments are reported at length in Paul A. Zahl, ed., Blindness: Modern Approaches to the Unseen Environment (Princeton: Princeton University Press, 1950).

TRAINING CENTERS NOW IN OPERATION

Five schools are now in operation in the United States which train and furnish dogs to blind people. The oldest of them is Seeing Eye, located in New Jersey. Leader Dogs for the Blind, a Michigan organization, follows fairly closely the pattern set by Seeing Eye in the conduct of its training.¹ Two of the institutions, International Guiding Eyes and Guide Dogs for the Blind, are found in California. A third California enterprise of this sort, the Eye Dog Foundation, has recently suspended its operations. Another school, the Pilot Dog Foundation, has headquarters in Chicago; its training program is carried on at Columbus, Ohio. All of these organizations are non-profit, philanthropic undertakings. They make only a small charge, or no charge at all, for tuition.

In some instances the training center has a sponsoring organization behind it. For example, Leader Dogs for the Blind was founded on the initiative of the Lions Clubs of Michigan, which is still a major reliance in the financing of the school. Leader Dogs for the Blind is also a participant in the Michigan United Fund. One of the California organizations, International Guiding Eyes, Inc., is sponsored by the International Association of Machinists. In both cases a separate charitable corporation has been set up for the purpose of offering the training--a corporation that has different officers and trustees or directors from those of the parent or sponsoring group.

None of these schools has tried to serve so restricted an area as a single state, even though the states in which they are located are populous ones. Instead, they all draw students from across the nation. The 155 persons graduated by Seeing Eye in 1954, for instance, came from 31 states. Seeing Eye has carefully considered the advisability of setting up branches outside of New Jersey but has rejected the idea as impractical and uneconomic. All of the guide dog schools assert that they accept people for training without regard to race, creed, nationality, or economic status; need is the determining criterion. The Seeing Eye follows the policy of not knowingly issuing guide dogs to persons likely to become beggars.² The applicant must of course be physically able, for he will be called on to walk with his dog at a rather rapid pace.

¹W. H. Ebeling, "The Guide Dog Movement," in Paul A. Zahl, ed., Blindness: Modern Approaches to the Unseen Environment (Princeton: Princeton University Press, 1950), pp. 372-373.

²The Seeing Eye, Inc., "The Road to Freedom" (pamphlet), unpaged.

Each of the five organizations now functioning is supported in part, if not wholly, by voluntary contributions. Almost from the first, the guide dog idea has had wide public appeal; giving a blinded individual a pair of usable eyes has been peculiarly attractive as an object of philanthropy.³ The combination of helpless blind people and of handsome dogs has been all but irresistible. The Seeing Eye, in view of this situation, takes special pride in the dignity and restraint of its fund-raising. The organization has bent every effort to avoid the exploitation of blind people through "sentimental appeals to a sense of pity."⁴ It has received financial support by obtaining the memberships of interested individuals. Members are expected to make annual contributions to the school ranging from \$5 for the "participating member" to \$100 yearly from the "patron." In 1953 there were more than 21,000 members.

The Seeing Eye does not allow individuals to "sponsor" particular students at the school. It takes the position that such sponsorship would carry with it the stigma of charity. It employs no solicitors but does have a public relations counsel. In its opposition to individual sponsorships the policy of the Seeing Eye is at variance with that of International Guiding Eyes, the California organization. International Guiding Eyes encourages persons or organizations to sponsor the providing of a guide dog for a specific individual. This school also differs from the Seeing Eye in that it collects no tuition or fee from the blind recipient of a dog; the animal is an outright gift.⁵ Leader Dogs for the Blind likewise allows scholarships or sponsorships to be given for the benefit of a particular blind person.

It would probably be more accurate to describe International Guiding Eyes as a facility rather than as a school. As currently conducted, the group contracts with an experienced trainer, Captain L. A. Kreimer, to train only those people approved by the organization. However, International Guiding Eyes has within the past year purchased land in North Hollywood for eventual use as a training center, when funds are available for erecting a building.⁶ Under present arrangements, the facility can accommodate only one class at a time, made up of four women or four men. Thus its total capacity now is no more than 48 persons a year.

³Dickson Hartwell, Dogs Against Darkness (New York: Dodd Mead, 1942), p. 171.

⁴Annual Report of The Seeing Eye, Inc., Morristown, New Jersey, for the year ended September 30, 1953, unpagged.

⁵Annual Report of International Guiding Eyes, Inc., North Hollywood, California, for the year ending June 30, 1954, unpagged.

⁶Annual Report of International Guiding Eyes, Inc. for the year ending June 30, 1955, p. 3.

The Capacity of Present Schools

The yearly capacity of four of the guide dog schools presently being conducted is approximately 450 students, at a generous estimate. These facilities are distributed as follows:

	Annual Capacity
Seeing Eye, Inc.	200
Leader Dogs for the Blind	150
International Guiding Dogs, Inc.	48
Pilot Guide Dog Foundation	48
	<u>446</u>

These figures represent total theoretical capacity. Leader Dogs for the Blind, for instance, has not actually trained more than 108 persons in any one year. Despite the best planning, a school cannot operate at top capacity every week of the year. Thus the effective capacity may be as much as 20 per cent below the full potential. About 100 of this total is set aside for people returning for replacement dogs.

The guide dog schools have not invariably attained success in their efforts, any more than other schools have. There have been instances recorded in which users have returned guide dogs to the school. For example, the financial statements of Leader Dogs for the Blind for 1953 reveal that during that year four graduates of the school (out of 78) later returned their dogs.⁷ Even in the case of these individuals, the possession of a guide dog for a brief time may have been of genuine benefit to them in demonstrating that it was possible for them to get about freely.

Across the country as a whole, German shepherds are the most popular breed of dog for use in guide work. International Guiding Eyes, the California enterprise, uses spayed German shepherd females exclusively.⁸ Mrs. Eustis and her fellow workers at the Seeing Eye began by using German shepherds. Although that is still the breed raised at Seeing Eye's farm, boxers and Labrador retrievers have also been found acceptable. Leader Dogs for the Blind also relies heavily upon the German shepherd, but collies and several varieties of retriever have been trained for guide work there. The official in charge of

⁷Audit Report of Leader Dogs for the Blind for the year ended April 30, 1953, p. 9.

⁸Letter of Joseph W. Jones, president, International Guiding Eyes, Inc. to the Texas Legislative Council, dated January 11, 1956.

training at International Guiding Eyes observes that a dog must be 9 to 11 months old before his suitability for training can be judged.⁹ About four out of five animals will fail to qualify, he adds. The experience of the Pilot Guide Dog Foundation has been similar, in that it accepts only 20 to 25 per cent of the dogs offered to it.¹⁰

High standards of health and sanitation are required in handling the dogs, for a disease or sickness could spread rapidly in the school kennels. Rabies and distemper shots are regular procedure for incoming dogs. It is customary for a newly arrived dog to be placed in quarantine for ten days to two weeks before his training begins, during which time the animal is examined for physical defects. This means that a guide dog school must have access to the services of a veterinarian. The health of the future masters of the dogs is strong reason for taking precautions to make sure that the dogs are not disease-carrying.

The practice at the Seeing Eye is to assign two instructors to each class of eight students. The group of students do not receive instruction as a class but are taught individually. The instructor himself for the previous three months has trained the dogs which his students are given. Now one of the problems is to induce the animal to transfer his loyalty and affection to a new master. This transition is facilitated by having the blind person take over the feeding, brushing, and other care of the dog. The animal stays with his new master at all times, staying beside him at meals and even sleeping beside his bed.¹¹ The object is to develop and maintain the closest ties of companionship between master and dog.

From the first, the emphasis at the Seeing Eye has been on actual practice rather than on theoretical knowledge. The school does not use an artificial training-course; it has its practice sessions, for beginners as well as more experienced students, on the streets of Morristown. All prior training of the dogs themselves likewise takes place in Morristown. Leader Dogs for the Blind, the Michigan center, differs in its methods in that it does have a practice course consisting of a simulated city block, with sidewalks, hydrants, curbs, mailbox, and like obstacles such as are encountered on city streets. This course

⁹Annual Report of International Guiding Eyes, Inc. for the year ending June 30, 1952, p. 16.

¹⁰Pilot Guide Dog Foundation (Chicago, Illinois, undated), p. 8.

¹¹Dickson Hartwell, Dogs Against Darkness (New York: Dodd Mead, 1942), pp. 157-158.

is employed merely as a preliminary to practice in actual street traffic, not as a substitute for it.

Seeing Eye usually conducts two classes of eight students each, or 16 trainees in residence at one time. In view of the 28-day period of the course, the school can accommodate a maximum of approximately 200 students per year. Seeing Eye has a staff of 42 employees, including five instructors and an equal number of apprentice instructors. All of the Seeing Eye's instructors are recruited through this apprentice technique. Some idea of the high standards imposed is conveyed by the fact that of 62 men who have entered the apprentice training, only 11 have finally qualified as instructors.¹² The apprenticeship lasts for about four years. Officials at the Seeing Eye note that, as of 1954, the experience of its five instructors averaged over 15 years apiece.¹³

The Number Who Already Have Guide Dogs

A good many people in Texas have already obtained guide dogs for themselves. The vast majority of them have done so without the financial aid of the Commission for the Blind. The legislative committee appointed to examine the feasibility of a guide dog school reported in the spring of 1955 that there were 116 residents of Texas who had acquired dogs. Aside from one that had been trained by the blind person himself, these animals had come from five schools--one in New Jersey, another in Michigan, a third in Illinois, and two in California. They were distributed by origin as follows:¹⁴

Seeing Eye, Inc., Morristown, N. J.	--	85
Leader Dogs for the Blind, Rochester,		
Mich.	--	15
Pilot Dog Foundation, Chicago	--	7
International Guiding Eyes, Inc.,		
North Hollywood, California	--	6
Eye Dog Foundation, Azusa, California	--	2
Total receiving formal training		<u>115</u>

¹²25th Annual Report of The Seeing Eye, for the year ended September 30, 1953, unpagged.

¹³Annual Report of The Seeing Eye for the year ended September 30, 1954, p, 15.

¹⁴"Report of the Seeing Eye Dog Committee," 53d Legislature (Austin, 1955) unpagged. The Eye Dog Foundation in California has since discontinued its activities.

As of November, 1955 officials of Seeing Eye reported that they had trained a total of 95 people from Texas. Guide Dogs for the Blind, Inc. of San Rafael, California, noted in 1955 that it had 14 dogs at work in Texas.¹⁵ At the end of 1955 the number of dogs trained and placed in Texas by International Guiding Eyes was 18. As of the end of 1955, then, the figures on the number of Texas residents trained in the use of guide dogs should be revised as follows:

Number of Texas Citizens Trained at
Guide Dog Schools, As of December, 1955

Seeing Eye, Inc., Morristown, N. J.	95
Leader Dogs for the Blind, Rochester, Mich.	16
Pilot Dog Foundation, Chicago	11
International Guiding Eyes, Inc., North Hollywood, Calif.	18
Eye Dog Foundation, Azusa, Calif.	2
Guide Dogs for the Blind, Inc., San Rafael, Calif.	14
Total at end of 1955	<u>156</u>

The predominance of Seeing Eye in this listing is to be explained not only by the fact that it is the oldest and largest organization in the field but also by the practice of the Commission for the Blind of regularly referring qualified applicants for a dog to Seeing Eye. The Commission for the Blind prefers to send to Seeing Eye candidates for whom it is paying transportation costs; if they cannot be accommodated there, the Commission has on occasion sent them to the Eye Dog Foundation in Azusa, California or to International Guiding Eyes at North Hollywood.¹⁶ The number of Texas citizens now being equipped with guide dogs by all the schools is about 30 or 35 per year.

Graduates of the Seeing Eye school totaled 177 during 1952, 158 during 1953, and 155 during 1954. International Guiding Eyes in North Hollywood, California, is currently training about 30 people a year. Leader Dogs for the Blind, the Michigan school, has been graduating 90 to 100 persons annually, on the average in recent years. These figures are likely to be misleading unless it is remembered that, particularly in the older schools, a good

¹⁵Letter from George Werntz Jr., executive vice-president, The Seeing Eye, Inc., to the Texas Legislative Council, dated December 8, 1955.

¹⁶Letter of Lon Alsup, Executive Secretary-Director, State Commission for the Blind, to the Texas Legislative Council, dated November 7, 1955.

share of the total consists of people who have come back for replacement dogs. The number of persons newly trained in the use of a dog would be much smaller than the figures cited here.

PROBABLE COSTS

So far as can be determined, no state has yet established a facility for training guide dogs. No other public authority in this country has founded or operated a school of this sort. The result is that experience is lacking on which to base estimates of the cost of a publicly-supported training center. It may be that the cost of a state-financed school would be higher than for a private one, because a non-profit or charitable enterprise is likely to receive some of its equipment or supplies as gifts.

Unit Cost

The cost per person graduated from guide dog schools in the United States at present varies from around \$850 to more than \$2,000. The per capita outlay for each student trained by International Guiding Eyes, for example, during 1954 was \$953.¹ At Leader Dogs for the Blind, the Michigan center, the number of people graduated and the unit costs have been as follows in recent years:²

<u>Year</u>	<u>Number of Graduates</u>	<u>Average Cost per Unit</u>
1950	44	\$ 886
1951	50	1,076
1952	67	836
1953	78	930
1954	78	972
1955	101	899

At the Seeing Eye, costs have been consistently higher. They amounted to about \$1,925 per person served during 1951-52, with public relations expenditures included. For the following year, 1952-53, on the same basis they averaged approximately \$2,100 per capita. The unit cost in 1953-54 totaled

¹ Annual Report of International Guiding Eyes, Inc., North Hollywood, California, for the year ending June 30, 1954, unpagged.

² Audit Reports of Leader-Dog League for the Blind for the years ending April 30, 1951 and 1952; Audit Report of Leader Dogs for the Blind, Rochester, Michigan, for the year ending April 30, 1953. These unit costs do not include "promotional expenses" but do include both administrative and training costs.

better than \$2,250.³ The reports of the Seeing Eye distinguish between "dog costs" and general expenses. Dog costs--breeding, training, food and board--have ranged in recent years from 20 per cent to 32 per cent of total operating expenses. One reason for the expensiveness of raising the dogs is that a great many of them are rejected as unsuitable for training. Since 1946 the Seeing Eye has maintained its own breeding farm at Mendham, New Jersey, raising only German shepherds.

Plant and Equipment

Leader Dogs for the Blind listed the value of its plant and equipment as of April 30, 1955 at \$238,740. This inventory of plant assets was based on their cost, if purchased, or their estimated worth at the time of acquisition, if donated. Except for automobiles and trucks, no provision was made for depreciation of buildings or equipment.⁴ The chief item of capital investment has been buildings. Mr. George Werntz Jr., executive vice-president of the Seeing Eye, estimated in January, 1956 the value of the Seeing Eye's land, buildings, and equipment at between \$300,000 and \$400,000, exclusive of the breeding farm.⁵ International Guiding Eyes, located in California, has only a minimum capital investment, although it is in the process of acquiring land and buildings. The cost of the land bought was \$17,450; on it buildings to cost about \$45,000 have been projected.⁶

Among the fundamental requirements in physical plant that would need to be provided in establishing a new guide dog school would be a dormitory or other living quarters for the students, a dining hall and kitchen, kennels, offices for the staff, automotive equipment, student recreation rooms, and possibly an outdoor training area. The school, judging from the experience of the five or six existing ones, should be located in or near a town where students can practice moving about in a quiet residential district, later on busier streets. A suburban community appears

³Annual Reports of The Seeing Eye, Inc., Morristown, New Jersey, for the years ended September 30, 1952, 1953, and 1954, financial statement.

⁴Audit Report of Leader Dogs for the Blind, Rochester, Michigan, for the year ended April 30, 1955, exhibit I.

⁵Letter of George Werntz Jr., executive vice-president, The Seeing Eye, Inc., Morristown, New Jersey, to the Texas Legislative Council, dated January 23, 1956.

⁶Annual Report of International Guiding Eyes, Inc., North Hollywood, California, for the year ended June 30, 1954, unpagged.

to be an appropriate site. Leader Dogs for the Blind, for example, uses the small town of Rochester, Michigan, for its preliminary training and Pontiac for its more advanced training.

The amount of land needed is not yet standardized. The Seeing Eye's headquarters are on a tract of slightly over 60 acres; its breeding farm embraces another 100 acres.⁷ This provides a generous amount of space for a school. The real practice ground is ordinarily the streets and sidewalks of a town, which lessens the amount of land needed. Leader Dogs for the Blind manages to operate on a three and a half acre plot on the edge of Rochester.⁸ On it are located a dormitory, an office, kennels, a "relief park," and a practice court.

Operating Budget

The Seeing Eye, largest of the guide dog organizations, has operating expenses of about \$350,000 per year. Leader Dogs for the Blind, the Michigan enterprise, is now spending an average of approximately \$110,000 a year, though its operating expenses have increased steadily over the past five years, largely because of upward adjustments in salaries. Expenditures in the operation of International Guiding Eyes, of North Hollywood, California, currently amount to some \$45,000 per year.⁹

The expenses at the Seeing Eye are higher partly by reason of the fact that the organization is conducting two schools at once, one for blind students and the other for apprentice instructors. The Seeing Eye incurs further expense by maintaining its own breeding farm for dogs, whereas both Leader Dogs and International Guiding Eyes depend for their supply on dogs that are contributed. A guide dog school supported by state funds, if one were established, could in all probability not rely on contributions for its dogs but eventually would have to purchase or raise them.

⁷Dickson Hartwell, Dogs Against Darkness (New York: Dodd Mead, 1942), p. 117.

⁸Letter of Harold L. Pocklington, executive director, Leader Dogs for the Blind, Rochester, Michigan, to the Texas Legislative Council, dated January 16, 1956.

⁹Annual Reports of The Seeing Eye, Audit Reports of Leader Dogs for the Blind, and Annual Reports of International Guiding Eyes.

The staff of International Guiding Eyes is composed of only three persons: the president of the organization, his secretary, and the instructor.¹⁰ Leader Dogs has 14 people in its employ--seven instructors, an executive director, a housemother for the dormitory, a secretary and an office girl, a cook and a housekeeper, and a field representative.¹¹ The Seeing Eye employs a staff of 42, including ten instructors and apprentice instructors. The Seeing Eye has a veterinarian as a member of its staff, whereas Leader Dogs keeps a veterinarian on a retainer fee.

One major item of cost to the private philanthropic organization that would not be a significant expense to a state-financed school is fees for public relations and other expense of "promotion." These promotional costs, including fund-raising, constitute as much as one-fifth of the total operating expenditures at certain private guide dog schools. A school financed with state funds, it is true, would still have the expense of acquainting the public with the services it offered, the terms and conditions of admission to the school, and the like. Yet these costs would be far less in a public than a private institution. Despite this saving, it is doubtful that the unit cost could be reduced much below \$900 per student.

Recruitment of Staff

The central problem in the recruitment of staff for a guide dog school would be in getting qualified instructors. Both the Seeing Eye and Leader Dogs for the Blind have found it necessary to train their own instructors, and both testify that it is a long, slow process. Apprentices must have a generous endowment of physical stamina. They should be between the ages of 22 and 27 and not over five feet ten inches tall, say officials of the Seeing Eye. They need to be able to work well both with dogs and with people. No school at present is engaged in training these instructors "for export": the ones being trained are for use by the school itself. Even if a newly-established school should decide to develop its own instructors, it would be three or four years before any graduates could be produced.

¹⁰Annual Report of International Guiding Eyes, Inc., North Hollywood, California, for the year ended June 30, 1954, unpagged.

¹¹Letter of Harold L. Pocklington, executive director, Leader Dogs for the Blind, Rochester, Michigan, to the Texas Legislative Council, dated January 16, 1956.

That would not solve the question of providing the school with an initial instructional staff. There are in all likelihood not 30 experienced instructors in the United States today, certainly no more than 50. After a quarter-century of working at it, the Seeing Eye still has difficulty in attracting suitable candidates for apprenticeship; that organization is ready to admit that it does not have the answer to the question.

California has adopted a set of minimum professional qualifications for the practice of the role of guide dog trainer in that state. These requirements shed light on the qualifications needed in a trainer to insure safety, for the statute was passed to protect blind individuals. On the score of experience, the standard required is that the person have had "at least three years' actual experience . . . as a trainer, and have handled twenty-two (22) man-dog units; or its equivalent, as determined by the board, as an apprentice under a licensed trainer or under a trainer in a school satisfactory to the board."¹² These qualifications mean, in effect, that a man to obtain training as an instructor may not go elsewhere than to a guide dog school and work as an apprentice.

A Steady Stream of Students?

Another unsettled question, and one that might prove troublesome, is assuring a new guide dog school of a steady stream of students. This is an especially pressing matter when the school would draw its students from one state alone. Instead of having a nation-wide blind population in excess of 300,000 from which to draw, as existing schools do, a state school in Texas would have a total blind population of some 18,000 out of which its students would come. If the estimate of Seeing Eye officials that only five per cent of all blind people can profit from having a dog is accepted, then no more than about 900 persons in Texas could so benefit. Of this group over 150 already have guide dogs. None of the estimates of the number of blind persons who can use a dog to advantage goes above ten per cent.

The number of people who have been aided by the State Commission for the Blind in going to schools to obtain guide dogs offers a slight indication of the probable demand for this service. Over the past eight years the Commission has had a part in training fewer than three individuals per year in the use of a

¹²California Codes, Business and Professional Code, sec. 7209.

guide dog. Furthermore, the Commission reports that it has no waiting list of qualified applicants. In addition, perhaps 18 to 20 other Texas residents each year have obtained dogs on their own initiative, without being assisted financially by the Commission for the Blind. It is safe to say that the total number of people from Texas graduated from existing schools has not exceeded 30 in any one year. How many of the prospective students would prefer to go to the Seeing Eye or some other well established private school, even if a state facility were in operation, is an unknown; yet it would be a question of real importance to the success of a new training center.

It is possible that many blind citizens of the state are unaware that the State Commission makes a practice of paying transportation charges for qualified persons to guide dog schools. If so, then the student potential may not have been fully tapped by the present program. Hence the figures on the number of people trained may be a poor gauge of the number of students to be expected in the event a new training facility were provided. Presumably the tuition charged by a state-supported school would be less than the \$150 fee now collected by both the Seeing Eye and Leader Dogs for the Blind. But it is hard to believe that the smaller fee--or no fee at all--would be the determining factor in the choice of a school, particularly since the terms of payment of the \$150 are so lenient.

The nearness of a school located within Texas might induce more people to apply. The experience of Michigan bears on the question of whether geographical nearness is likely to increase materially the number of people who attend a school. For the past 15 years a non-profit dog guide school has been active in that state. Yet as of 1955, less than 300 out of a total of about 12,000 blind people in Michigan had obtained dogs from that school.¹³ This represents a ratio of fewer than three out of every 100 of Michigan's blind citizens. Applied to an estimated Texas blind population of 18,000, this three per cent ratio would produce a total of 540 persons, of whom some 150 have already received guide dog training.

Almost unavoidably, the smaller the number of students being trained, the higher the unit cost. Classes that were only partly filled would contribute a great deal to raising per-student costs.

¹³Letter of Harold L. Pocklington, executive director, Leader Dogs for the Blind, to the Texas Legislative Council, dated January 9, 1956.

What is the Proper Size?

The size of a guide school, if one is projected for Texas, is a basic consideration. Having classes of four students is standard procedure in schools now being conducted (although speaking of them as "classes" is misleading in view of the amount of individual instruction that is given). A month-long training course for blind students is also customary practice, as is three months of prior training of the dogs. Under this sort of schedule, four instructors would be a minimum force, especially so if the policy were adopted of having the instructor follow a particular dog through the four months that the animal is undergoing training at the school--a group of dogs would need to be started in training each month.

A minimum investment in physical plant would be in the neighborhood of \$65,000 to \$75,000, judging from the experience of International Guiding Eyes in California. There are few items of expensive equipment necessary. For a small school (on the order of International Guiding Eyes) the annual operating budget would be around \$40,000; for a moderately-sized school the operating budget would be around \$100,000 a year. A larger enterprise, on the scale of the Seeing Eye, might be expected to require some \$350,000 annually for operating expenses.

The Danger of an Inferior Training Facility

To establish a training center that proved to be of inferior quality would be highly dangerous. Students are taught to have implicit confidence in their dogs. If the animals cannot afford them real protection, then the blind master is literally risking his life in heavy traffic. A person with an undependable or half-trained dog is far worse off than one with no dog at all. It was undoubtedly the realization of this danger that caused the California Legislature in 1947 to create a State Board of Guide Dogs for the Blind whose duty it was to issue licenses to competent trainers of guide dogs.¹⁴ The California statute made it unlawful for anyone to furnish a guide dog or engage in the training of such a dog unless he had obtained a license. A 1949 amendment to this enactment gave the State Board of Guide Dogs power to make rules "governing the operation of schools which furnish guide dogs and train blind persons to use guide dogs."

¹⁴California Codes, Business and Professions Code, sec. 7200 ff.

APPENDIX A

54th Legislature

By: Moore of Harris

H. C. R. No. 70

HOUSE CONCURRENT RESOLUTION

WHEREAS, There are more than thirteen thousand (13,000) blind people in the State of Texas; and

WHEREAS, Less than one hundred and twenty (120) of these blind citizens have the ownership and use of trained guide dogs; and

WHEREAS, The possession of guide dogs would make it possible for hundreds of these blind persons to travel at will without additional help and would enable them to become gainfully employed which would make them self-supporting; and

WHEREAS, Under the present circumstances it is extremely difficult for many of these persons to secure such guide dogs because adequate and qualified schools to provide such guide dogs are scarce, far-removed and highly restricted as to the acceptance of applicants, making it physically and financially impossible for many of the blind citizens of Texas who desire and need this assistance to secure the services of such dogs; and

WHEREAS, An interim committee, appointed during the Fifty-third Legislature, has made a preliminary study of established facilities for raising and training guide dogs; and

WHEREAS, The work of the committee is complete and it is their recommendation that the Texas Legislature direct a further study of this problem to the Legislative Council for a more detailed report; now, therefore, be it

RESOLVED by the House of Representatives, the Senate concurring, That the Fifty-fourth Legislature direct the Texas Legislative Council to make a study of this problem, going more into detail of each phase of such undertaking to determine whether or not it would be feasible and possible to set up as an additional course of instruction in the Texas State School for the Blind in Austin, or at some other appropriate location in the State of Texas, the necessary facilities for carrying out a program which will make guide dogs available to more blind people of the State of Texas; and, be it further

RESOLVED, That the Legislative Council shall complete its investigation at the earliest practicable time within the two-year period and submit to both Houses of the Fifty-fifth Legislature a written report of its findings and recommendations.

By: Paxton

H. C. R. No. 40

HOUSE CONCURRENT RESOLUTION

WHEREAS, There are many blind persons in this State who are unable to move about freely without asking assistance from sighted persons; and

WHEREAS, The possession of Seeing Eye dogs would make it possible for hundreds of these same blind persons to travel at will without additional help; and

WHEREAS, It is necessary for blind persons to possess a certain amount of mobility before they can be engaged in gainful employment which would make them self-supporting; and

WHEREAS, Under present circumstances it is extremely difficult for many of these blind persons to secure Seeing Eye dogs; now therefore, be it

RESOLVED by the House of Representatives, the Senate concurring, That the Speaker of the House and the Lieutenant Governor be, and they are hereby, authorized to appoint a Committee of three (3) members; two (2) from the House of Representatives to be appointed by the Speaker of the House, and one (1) from the Senate to be appointed by the Lieutenant Governor, to investigate the advisability of providing Seeing Eye dogs for deserving blind individuals; and, be it further

RESOLVED, That the Committee shall thoroughly investigate the feasibility of establishing facilities for raising and training Seeing Eye dogs at A. & M. College or at some other existing State Institution with special attention being given to the eventual costs of such undertaking; and, be it further

RESOLVED, That none of the expenses involved in making such investigation be paid from State funds; and, be it further

RESOLVED, That the Speaker of the House designate one (1) Officer or Member of the House who shall be authorized to accept donations from interested persons to defray all expenses of this investigation, and be it further

RESOLVED, That the person so designated by the Speaker of the House shall administer any and all funds donated for this purpose

in conformity with the usual procedure followed in handling contingent expense funds; and be it further

RESOLVED, That the said Committee shall have power to select its own Chairman, to formulate its own rules of procedure, and to provide its own hours of meeting, recessing, and adjourning; and be it further

RESOLVED, That the said Committee shall complete its investigation at the earliest practicable time, and submit to both Houses of the Legislature a written report of its findings and recommendations.

APPENDIX B

SCHEDULE REGARDING THE USE OF SEEING-EYE DOGS
BY AID TO THE BLIND RECIPIENTS

A. Case Name _____ Case No. _____ Co. Name _____

B. Questions to be Answered by Aid to Blind Recipient During Interview Circle

1. Do you now have a "seeing-eye" dog? Yes No
2. Did you ever try to get a "seeing-eye" dog? Yes No
3. Would you want to have one now? Yes No
4. There is no school in this state that trains seeing-eye dogs now, but if there ever were one started, would you be willing to go to another town in Texas to be trained in the use of a "seeing-eye" dog? Yes No
5. Within the last year, could you have obtained a job if you had had the use of a "seeing-eye" dog? Yes No
6. Would you now be willing to go to work if you had a "seeing-eye" dog? Yes No
7. Do you now make a practice of attending meetings of societies, lodges, churches, or other organizations away from your residence? Yes No
If the answer is yes, do you
 - (a) Go with the use of a cane Yes No
 - (b) Go with the aid of a sighted person Yes No
 - (c) Go out alone Yes No
8. Do you have any physical impairment other than blindness that would be a handicap to your being gainfully employed? Yes No
9. Instead of a dog, would you rather have some other aid in helping you get about for example
 - (a) A cane Yes No
 - (b) Other device or aid (specify) _____ Yes No

C. Questions to be Answered by the Worker

1. In your judgment, would the blind person interviewed above be made employable by his having a "seeing-eye" dog and being trained in its use? Yes No
2. Again in your judgment, would the interviewed person likely become a happier or better adjusted member of society--aside from employability--if he were equipped with a "seeing-eye" dog? Yes No

D. Worker's Signature _____ Area-Job _____

APPENDIX C

OPINION POLL OF AB RECIPIENTS
RELATIVE TO THE USE OF SEEING-EYE DOGS

Table Titles

- Table 1. -- Number of Aid to the Blind Recipients in Sample, Classified by Desire for Seeing-Eye Dog.
- Table 2. -- Aid to the Blind Recipients in Sample, Classified by Desire for Seeing-Eye Dog and Willingness to Work if Provided With Seeing-Eye Dog.
- Table 3. -- Aid to the Blind Recipients in Sample, Classified by Willingness to Work if Provided With Seeing-Eye Dog and Opinion of Worker as to Whether Recipient Would Benefit From Seeing-Eye Dog.
- Table 4. -- Aid to Blind Recipients in Sample, Classified by Desire for Seeing-Eye Dog and Desire for Aid Other Than Seeing-Eye Dog.
- Table 5. -- Aid to Blind Recipients in Sample, Classified by Desire for Seeing-Eye Dog and Whether Recipient Makes a Practice of Attending Meetings of Societies, Lodges, Churches, Etc., Away From Residence.
- Table 6. -- Aid to the Blind Recipients in Sample, Classified by Desire for Seeing-Eye Dog and by Physical Impairments Other Than Blindness That Would be a Handicap in Securing Employment.
- Table 7. -- Aid to the Blind Recipients in Sample, Classified by Desire for Seeing-Eye Dog and by Opinion of Worker as to Whether Recipient Would Benefit From Seeing-Eye Dog.
- Table 8. -- Aid to the Blind Recipients in Sample, Classified by Whether Makes Practice of Attending Meetings of Societies, Lodges, Churches, Etc., Away From Residence and by Opinion of Worker as to Whether Recipient Would Benefit From Seeing-Eye Dog.

Table I
Number of Aid to the Blind Recipients in Sample,
Classified by Desire for Seeing-Eye Dog

Desire for Seeing-Eye Dog	Number of Recipients	Per Cent of Recipients
Total	309	100.00%
Already have dog	4	1.29
Desire dog now	60	19.42
Do not desire dog	245	79.29

Note: Two persons who no longer want a dog have tried to get one, and seven who still want a dog have tried to get one--2.94% of all recipients have tried to get a dog at some time. Of the 60 persons desiring dogs, 51 (85.0% of those wanting a dog) would be willing to go to another town for training, but 9 (15.0%) are unwilling to go to another town for training.

Four recipients (1.3% of all or 6.7% of the ones wanting a dog) who want a dog state they could have obtained employment within the last year if they had had a seeing-eye dog. However, in the worker's opinion two of these would now be unemployable even with the aid of a dog. No recipients not desiring a dog knew of employment they could have secured during the past year if they had a dog.

Table 2.--Aid to the Blind Recipients
in Sample, ^{1/} Classified by Desire for Seeing-Eye Dog
and Willingness ^{2/} to Work if Provided With Seeing-Eye Dog

Willingness to Work	Number of Recipients			Per Cent of Recipients		
	Total	Desiring Dog	Not Desiring Dog	Total	Desiring Dog	Not Desiring Dog
Total.....	305	60	245	100.00%	100.00%	100.00%
Willing to work.....	59	46	13	19.34	76.67	5.31
Not willing to work..	236	14	222	77.38	23.33	90.61
Already employed.....	10	0	10	3.28	0	4.08

Table 3.--Aid to the Blind Recipients in Sample, ^{1/}
Classified by Willingness ^{2/} to Work if Provided With Seeing-Eye Dog
and Opinion of Worker as to Whether Recipient Would Benefit From Seeing-Eye Dog

Opinion of Worker as to Benefit	Number of Recipients				Per Cent of Recipients			
	Total	Willing to Work	Not Willing To Work	Already Employed	Total	Willing to Work	Not Willing To Work	Already Employed
Total.....	305	59	236	10	100.00%	100.00%	100.00%	100.00%
Employable and better adjusted.....	20	17	3	0	6.55	28.82	1.27	0
Employable but not better adjusted.....	2	0	2	0	.66	0	.85	0
Not employable but better adjusted.....	29	21	8	0	9.51	35.59	3.39	0
Already employed--not better adjusted..	8	xx	xx	8	2.62	xx	xx	80.00
Already employed--better adjusted.....	2	xx	xx	2	.66	xx	xx	20.00
Neither employable or better adjusted..	244	21	223	0	80.00	35.59	94.49	0

^{1/} Excludes four recipients in sample who now have seeing-eye dogs.

^{2/} Apparently recipients classified themselves as unwilling to work when they felt they would still be unemployable even though they had a dog.

Table 4.--Aid to the Blind Recipients^{1/} in Sample,
Classified by Desire for Seeing-Eye Dog and Desire for Aid Other Than Seeing-Eye Dog

Desire Other Aid	Number of Recipients			Per Cent of Recipients		
	Total	Desiring Dog	Not Desiring Dog	Total	Desiring Dog	Not Desiring Dog
Total.....	305	60	245	100.00%	100.00%	100.00%
No.....	222	46	176	72.79	76.67	71.84
Yes.....	83	14	69	27.21	23.33	28.16
Desire cane.....	79	13	66	25.90	21.67	26.94
Desire individual as guide..	3	1	2	.98	1.66	.82
Desire cane & individual....	1	0	1	.33	.00	.41

Note: The questionnaire asked did recipient prefer other aid. Apparently many recipients answered the question as desire other aid instead of prefer.

Table 5.--Aid to Blind Recipients^{1/} in Sample,
Classified by Desire for Seeing-Eye Dog and Whether Recipient
Makes a Practice of Attending Meetings of Societies, Lodges, Churches, Etc., Away From Residence

Makes Practice of Attending Meetings Away From Residence	Number of Recipients			Per Cent of Recipients		
	Total	Desiring Dog	Not Desiring Dog	Total	Desiring Dog	Not Desiring Dog
Total.....	305	60	245	100.00%	100.00%	100.00%
No.....	118	13	105	38.69	21.67	42.86
Yes.....	187	47	140	61.31	78.33	57.14
Go with use of cane.....	6	2	4	1.97	3.33	1.63
Go with aid of sighted person.....	85	27	58	27.87	45.00	23.67
Go out alone.....	47	2	45	15.41	3.33	18.37
Go with cane and sighted person.....	22	10	12	7.21	16.67	4.90
Go alone with cane.....	8	2	6	2.62	3.33	2.45
Go with sighted person and alone.....	11	1	10	3.61	1.67	4.08
Go with cane, sighted person and alone..	8	3	5	2.62	5.00	2.04

^{1/} Excludes four recipients in sample who have seeing-eye dogs.

Table 6.--Aid to the Blind Recipients in Sample,^{1/}
Classified by Desire for Seeing-Eye Dog and by Physical Impairments
Other Than Blindness That Would be a Handicap in Securing Employment

Other Physical Impairment	Number of Recipients			Per Cent of Recipients		
	Total	Desire Dog	Do Not Desire Dog	Total	Desire Dog	Do Not Desire Dog
Total.....	305	60	245	100.00%	100.00%	100.00%
Have other physical impairment.....	194	26	168	63.61	43.33	68.57
Do not have other physical impairment..	111	34	77	36.39	56.67	31.43

Table 7.--Aid to the Blind Recipients in Sample,^{1/}
Classified by Desire for Seeing-Eye Dog and by Opinion of Worker
as to Whether Recipient Would Benefit From Seeing-Eye Dog

Opinion of Worker as to Benefit	Number of Recipients			Per Cent of Recipients		
	Total	Desire Dog	Do Not Desire Dog	Total	Desire Dog	Do Not Desire Dog
Total.....	305	60	245	100.00%	100.00%	100.00%
Employable and better adjusted.....	20	14	6	6.55	23.34	2.45
Employable but not better adjusted.....	2	0	2	.66	0	.82
Not employable but better adjusted.....	29	23	6	9.51	38.33	2.45
Already employed--not better adjusted..	8	0	8	2.62	0	3.26
Already employed--better adjusted.....	2	0	2	.66	0	.82
Neither employable or better adjusted..	244	23	221	80.00	38.33	90.20

Table 8.--Aid to the Blind Recipients in Sample,^{1/} Classified by Whether
Makes Practice of Attending Meetings of Societies, Lodges, Churches, Etc., Away From Residence
and by Opinion of Worker as to Whether Recipient Would Benefit From Seeing-Eye Dog

Opinion of Worker as to Benefit	Number of Recipients			Per Cent of Recipients		
	Total	Attends Meetings	Does Not Attend Meetings	Total	Attends Meetings	Does Not Attend Meetings
Total.....	305	187	118	100.00%	100.00%	100.00%
Employable and better adjusted.....	20	19	1	6.55	10.16	.85
Employable but not better adjusted.....	2	2	0	.66	1.07	0
Not employable but better adjusted.....	29	18	11	9.51	9.62	9.32
Already employed--not better adjusted..	8	6	2	2.62	3.21	1.69
Already employed--better adjusted.....	2	2	0	.66	1.07	0
Neither employable or better adjusted..	244	140	104	80.00	74.87	88.14

^{1/} Excludes four recipients in sample who have seeing-eye dogs.

